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EDUCATIONAL DEVELOPMENT IN BARBADOS: AN EVALUATION OF EXTERNAL ASSISTANCE

by

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A THESIS

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ABSTRACT

Developing countries have been making increasing use of international assistance to supplement their local resources for educational development. Since this area of resource allocation has been gradually assuming greater importance in the planning and implementation of educational development activities, questions related to its efficacy and overall contribution to the development effort are being raised. Of particular interest to this study, is the qualitative contribution of external educational assistance as well as the issues emerging from its use as an instrument of educational change and reform in a developing country.

The purpose of the study, then, was to describe the major developments in education in Barbados between 1960 and 1975, and to analyze the contribution of external educational assistance to the planning, implementation and financing of these developments. The major forms of assistance examined were loans and grants for capital financing, technical assistance in the form of expatriate personnel, educational equipment and materials, and the major scholarship and fellowship programmes. Among the major sources of assistance discovered, were the United Kingdom external assistance agencies, the United Nations specialized agencies, the Inter-American Development Bank,

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Canadian international assistance agencies (CIDA and CUSO), the Organization of American States, the United States Peace Corps and Agency for International Aid (AID).

A systems analysis approach was utilized in the study in order to examine the nature of the planned changes and reforms which occurred, and the educational philosophy and policies which provided the general direction of the developments. In addition, a number of criteria selected from the related literature were employed as the conceptual framework for the analysis of opinions solicited for the study, regarding the contribution of the assistance received.

Consistency with locally determined educational priorities, timeliness in terms of the planned stages of development, and a realistic appraisal of available resources for the planning, financing and implementation of educational development activities, are the features which best describe the developments and the way in which external resources were allocated during the period 1960 to 1975. The analysis of the data also suggested that external assistance made a significant contribution to the educational development effort, particularly with regard to meeting the capital financing, personnel resource and training needs for developments at the tertiary level of the educational system.

In looking towards the future, it was concluded

that more emphasis will need to be placed on the qualitative aspects of educational development in Barbados, with external assistance assuming a more significant role as an instrument of fundamental change and innovation. The areas of teacher training and adult education were identified as priority areas in which there should be greater concentration of external assistance.

The issues regarding the nature of the involvement of external assistance were also discussed. In addition, some propositions regarding the planning, negotiation and implementation of educational assistance were presented for future testing, as well as some suggestions for further research.

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CHAPTER I

AN INTRODUCTORY STATEMENT OF THE PROBLEM

The Background

Over a decade ago, the educational leaders of Barbados began to realize that there were serious gaps in the capability of their educational system to meet the changing needs and priorities of the country. Consequently, they proceeded to plan and implement much needed reforms in the educational goals, the structure of the educational system, and in the programs and operations.

Given the financial, technological and personnel constraints, it became necessary to acquire resources from outside the country to supplement the local effort. Thus, like most developing countries embarking on a process of educational reform, Barbados proceeded to make use of various forms of international assistance for education. The United Nations Specialized Agencies, the British Ministry of Overseas Development, the Canadian International Development Agency, and the Inter-American Development Bank are examples of the international agencies through which much needed external resources have been channeled since the early 1960s.

The assistance, in monetary terms, represents a

relatively small proportion of the country's total expenditure on education. However, the efforts expended in recent years in planning and negotiating educational aid, seem to indicate its growing importance as a strategic instrument in the educational development process in Barbados.

This situation prompts the inevitable question--one not necessarily restricted to the Barbados case, but one which is raised in the general context of international educational assistance to developing countries: to what extent is external assistance contributing to the educational development efforts of the receiving country? This, and other related questions of varied complexity, have continued to challenge students and practitioners in the educational field. The answers to date are, at best, inconclusive.[1]

It becomes evident from the review of related literature that external assistance has great potential in assisting a country in the achievement of its educational development goals. However, if this potential is to be realized to the fullest, solutions to the accompanying problems related to the planning, negotiation and

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[1]For an indication of the practical and theoretical problems related to the use of external assistance in educational development, see H. M. Phillips, Planning Educational Assistance for the Second Development Decade (UNESCO: IIEP, 1973) and Cyril S. Belshaw, "Evaluation of Technical Assistance as a Contribution to Development," International Development Review, 8, no. 2 (1966).

administration of assistance must be found. For example, from the perspectives of the receiving country, one of the major problems may well be concerned with the identification and planning of development activities which may require external assistance. One of the crucial decisions which the educational planner will have to make is how those activities and programs requiring some form of assistance will be given priority. Closely related is the problem of how best to allocate the assistance in order to obtain the maximum benefits for the educational system as a whole. From the donor point of view, the critical problems may well be: how might the administration of assistance be conducted so as to guarantee the most effective and economical means of implementation in the host country? It is generally agreed that helpful insights into these kinds of problems may be obtained by systematically analyzing and evaluating the experiences of a number of countries.

The educational development experience of Barbados during the period 1960-75 makes it an appropriate vehicle for such an investigation. Among the most important reasons for the selection of Barbados as the case to be studied, was its exceptional accomplishments in education relative to those of other islands in the Caribbean area. It is interesting to note that during its long period of colonial status, Barbados received little, if any, grants-in-aid for education from the United Kingdom government. Yet as early as the 1800s, educational opportunities in Barbados had

surpassed those of any of the other countries in the Caribbean region with a similar colonial past (Figueroa, 1971). Barbados was, in fact, the first Caribbean island to establish an institution of post-secondary education. This was in 1833, and the country continued to make progress in its educational endeavours to the extent that by the early 1900s the Barbados educational system was considered superior to that of the other countries in the region (Figueroa, 1971:13). The literacy rate is presently estimated to be over ninety percent (West Indies and Caribbean Yearbook, 1971:97). Just prior to and after its independence concerted efforts were made to expand and reform the educational system from one that was primarily elitist in philosophy, to one which promoted egalitarianism. This was also the period during which external assistance became more visible in the educational development activities of the country.[2]

Purposes of the Study

The main purposes of this study are to describe the developments in Barbadian education 1960-1975, identify the major educational projects and programs that received external assistance, and assess the external contribution to the planning and implementation of these activities in light of appropriate criteria selected for these purposes.

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[2]See Appendix A for additional information and data on the socio-economic and political aspects of Barbados.

For the purposes of the study, external educational assistance is meant to include the major activities pursued by international agencies in cooperation with the Barbados government for the purposes of assisting the country in its educational development efforts. This includes capital loans and grants, the supply of educational equipment and materials, technical assistance in the form of educational advisors, teachers, educational project organizers and implementers, the sponsorship of local training programs, and scholarship or fellowship awards to study abroad.

The questions which are of primary importance to the present study are:

1. What were the major educational developments in Barbados over the period 1960-75, particularly those concerning educational policies, programs, administration and finance?

2. What were the local resource constraints in the implementation of the planned educational developments during this period?

3. What were the major forms of external assistance that Barbados successfully negotiated since 1960?

4. Why and when was the assistance requested and implemented?

4. How was the assistance negotiated and implemented?

6. What has been the nature of the contribution of external assistance--as perceived by persons interviewed--to the overall educational development effort?

7. What salient issues emerge from the findings, and what are the decision-making implications for the use of external assistance as an instrument of educational development?

Definition of Terms

As is common in most studies of this nature, many of the terms used are likely to have special connotations for different readers. Although no new terms will be introduced in this study, it is essential to provide explicit operational definitions of some of the terms which will be used. The choice of definition is determined, in part, by their usage in the Barbados context and by generally accepted concepts in the related literature.

Development. The term development, when it refers to education, denotes what is essentially a deliberate and planned effort to alter educational policies and goals, the structure of the educational system, and educational programs and processes. Invariably, such terms as "expansion," "change," "reform," and "modernization" have been used to describe the same basic processes. For the purposes of this study, "development" will be used interchangeably with the above terms.

Educational system. The Barbados educational system as defined for the purpose of this study includes all formal institutions providing education and/or training programs

for which approval and/or support have been granted by the Ministry of Education. It also includes those educational and training activities organized and/or sponsored by other government ministries and departments.

Technical assistance. Technical assistance refers to one major form of assistance. It includes: (1) the supply of educational advisors and expert missions, (2) expatriate teachers and other educational personnel, (3) scholarship and fellowship awards to study abroad or in Barbados, (4) sponsorship of local training programs, and (5) provision of educational equipment and materials. External agencies may provide one, or a combination of the above for the purposes of establishing new institutions or the further development of existing ones.

Grant. The definition of grant is adopted from Asher (1961) who describes this as "a transfer of resources with no obligation concerning repayment." The agency providing the resources may however attach conditions regarding the receipt and use. In this case it is a conditional grant. Where there is an absence of stipulations regarding the use, it is an unconditional grant.

Loan. A loan, as Asher (1961) defines it, is money or services which are

> . . . loaned rather than granted. That is, the lender in due course will be paid by the borrower . . . It may be long, medium or short term; it may bear interest or be interest free; and the repayment of the principal

may begin promptly or after a grace period.

Significance of the Study

As was mentioned earlier, if external assistance is to make a significant contribution to the educational development efforts of a country receiving such assistance, then the problems associated with bringing it to its fruition will need to be more clearly defined and research efforts directed towards finding substantive solutions to them. Such investigations, as the literature on external assistance to education reveals, may take a variety of approaches and focus on different problems. Similarly, the countries studied may differ culturally and in the stages of educational development. For instance, one might find examples of studies where the focus is on the planning of educational development as well as the problem of integrating assistance within the planning process (Phillips, 1973), whereas in other cases only one form of assistance is investigated as Gollin (1969) has done in his investigation of the impact of the United States Technical Assistance training programs. In addition, some studies (Coombs, 1965; Alexander, 1966) may reflect the donor perspective with regard to their policies and administrative arrangements. Such variations in focus, perspective and approach tend to limit the extent to which generalizations can be made about external aid contribution to educational development. It also poses limitations on the kinds of comparisons that can

be made between countries with geographical and cultural differences.

The need exists, therefore, for more comprehensive case studies of countries, the accumulated findings of which, may in the long run, provide a broader basis for generalizations about the role of educational assistance in developing countries. It is in this respect that the present case study can make a contribution. In addition to the comprehensive approach that will be taken, the study will emphasize the qualitative as well as the quantitative aspects of external assistance contribution. Further, in many similar studies (Carter, 1973; Cerych, 1967), the problem persists concerning appropriate criteria for making judgements about external aid contribution. In this study, explicit criteria have been adopted as the basis for evaluating the contribution of external assistance to the educational development efforts.

Moreover, with the exception of such notable studies as Smith (1960), Bacchus (1967), and Chai (1968), the literature on education in the West Indies has been mainly speculative and impressionistic. In addition, as far as can be ascertained, few studies such as Burke (1975) and Nicholson (1973) have attempted a systematic evaluation of external assistance in the educational development efforts in West Indian countries. Therefore, this study should make a significant contribution in filling this particular gap in the research literature.

This study should also be of importance to the practice of educational administration in developing countries and to educational administrators with an interest in the planning and management of educational change. It will not only identify some of the principal issues related to educational development, it will also identify and systematically examine the procedures, mechanisms and constraints that are involved in the use of external resources in the planning and implementation of educational change. The findings, therefore, should be of help to scholars and practitioners seeking to become more knowledgeable about this relatively new phenomenon.

Delimitations and Limitations of the Study

Delimitations

1. This study is delimited to a description of the major developments in one educational system and to the identification of the major forms and sources of external assistance which were allocated to these developments. In addition, it provides a systematic assessment of the contribution of the assistance received based primarily on opinions solicited through interviews.

2. The study is further delimited to the period 1960-75, during which time Barbados became an independent country, and has been in a position to initiate negotiations for assistance with other sovereign countries and international agencies.

3. A third delimitation of this study is that the judgements about the contribution of assistance will be seen primarily from the perspective of the country receiving assistance rather than that of the donor agencies. Where it is appropriate, reference will be made to problems of donors; although these will not be of major concern in the present study.

Limitations

1. A major limitation of this study concerns the fact that external assistance is only one of the many factors involved in the educational change efforts in Barbados. Consequently, whatever conclusions that are made regarding causal relationships between external assistance and the processes and outcomes of educational change will require some caution. It was Pelz and Andrews (1970) who observed that in studies of this nature, when data are derived "not from experiments but from surveys or other observations of an ongoing system, one can readily determine whether two variables A and B are related; but to determine the direction of causation is difficult."

2. A second limitation of the study derives mainly from the disadvantages and problems that are inherent in the data gathering techniques employed. These were mainly interviewing and the examination of government documents and agency reports. With regard to the examination of documents, the writer encountered reluctance on the part of government

officials to reveal some information which they considered too confidential to be released. Requests for the examination of correspondence between the Barbados Ministry of Education and donor agencies were refused. Although the importance of this information to the study cannot be readily ascertained, the fact that it was withheld may be considered a limitation.

3. In the case of the interviews, the possibility of bias on the part of interviewees may also be considered as a limitation on the findings of the study. The interviewees occupy varied positions of authority and they have different perspectives of how things are and should be. The cumulative effect of these could well be a distortion or "coloring" of their interpretations of the problems under investigation.

4. Finally, it must be stated that the writer is a citizen of a developing country from the same geographical region. He brings to the study preconceived notions about the problems investigated. These preconceptions could influence the way in which the data are analyzed and interpreted--a limitation which is inherent in studies which rely solely on the researcher for analysis and interpretation of the data.

Organization of the Study

Following this introductory chapter which includes a statement of the problem, the purposes and significance

of the study, Chapter II presents a description of the method of investigation and analysis.

In Chapter III, a literature review on the related aspects of external assistance to education is presented with a view towards the development of a conceptual and analytical fromework for the study.

Chapter IV describes the planned educational developments and the accomplishments to date.

In Chapter V, the central focus of the discussion is how external assistance was allocated, the rationale and the purposes of allocation.

Chapter VI provides an evaluation of the opinions and judgements of respondents in order to discover their perceptions of the nature of the contribution of external assistance to the development efforts.

Chapter VII discusses the issues related to external assistance in the planning and implementation of educational change.

Finally, in Chapter VIII, a summary, conclusions and implications of the major findings are presented.

CHAPTER II

METHOD OF INVESTIGATION AND DATA ANALYSIS

The approach adopted in this study was to focus analysis in three main areas: (1) planned change and reforms which have occurred in the educational system; (2) the involvement of external educational assistance in the planning, implementation and financing of these development activities; and (3) the significance and contribution of external assistance to the educational development efforts. In order to investigate each of the three areas, it was necessary to proceed in two stages. First, the literature in various disciplines (Educational Administration, Planning and the Policy Sciences and Organizational Change) was reviewed for the purposes of developing a theoretical base and an analytical framework for the study. The framework (to be discussed in Chapter III) served two main purposes. First, it was employed as a means of isolating the critical elements and factors which need to be considered in a study of this nature and, second, it served as a guide to the search and classification of the large variety of data and information that were required for the study.

The second stage involved the actual field research which was started in May of 1975 and continued for four

months. This consisted primarily of interviews and the examination of relevant documents.

Interviews

The primary purpose of the interviews was to find out what a selected number of: (a) Barbadian nationals; (b) expatriate personnel from the region who were employed in the Barbados educational system; and (c) representatives of the various external agencies and missions who were based in Barbados, considered to be the major contributions of external assistance to the educational development efforts.[1]

The main areas for which opinions were solicited are:

1. the nature and sources of external assistance requested and received during 1960 to 1975;

2. the procedures and problems in requesting, negotiating and implementing assistance;

3. the appropriateness of the various forms of assistance received in meeting the educational development needs; and

4. judgements about various aspects of the use of external assistance as an instrument of educational development in Barbados.

Interview respondents were selected on the basis of one of the following:

1. their knowledge about and/or involvement in some of the major developments in education since 1960;

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[1]See Appendix B for a list of the persons interviewed.

2. their knowledge about and/or their participation in the educational assistance process (planning and negotiating assistance);

3. their opportunity to participate in or influence educational decision-making at the national level; and

4. the extent to which they were direct beneficiaries of external assistance.

In the selection of interviewees, it was desirable that their opinions would reflect a varied perspective and point-of-view on the topics on which they were questioned. In addition the criteria that they should be the "most informative, experienced and analytical" (Selltiz, 1951:56) were applied. In order to obtain the names of individuals who might best meet these criteria, the reputational technique of selection was used. That is, three "strategically placed administrators" (Selltiz, 1951) were requested to submit the names of individuals who they considered to best meet the above criteria. The three informants were: L. Atherley, Senior Education Officer in the Ministry of Education; R. M. Nicholson, Dean of Education at the Barbados campus of the University of the West Indies; and R. Goodridge, former Chief Education Officer and presently Director of In-service Teacher Education at the University of the West Indies, Barbados campus.

A total of forty names was initially submitted. After further consultations with each of the three informants, thirty individuals were finally selected. Of the total

finalists, twenty-seven were interviewed with the majority being Barbadian nationals. Among them were officials of the Ministries of Education, Finance and Planning and several government departments, as well as representatives of the Barbados Teachers Union, school boards, faculty and administrators of various education institutions.

All of the interviews were conducted by the writer, and they lasted from a half hour to two hours. Approximately fifty percent were recorded on tape; the others, for either technical reasons or respondents' personal preferences, were recorded in note form. Where it was possible, respondents were provided in advance of the interview date, with a list of questions.[2] Others were informed by telephone of the possible questions which would be asked. These questions were designed with the position and experience of each of the respondents in mind, and were used primarily for the purpose of guiding the discussions. Respondents for the most part were encouraged to speak freely and fully on all matters which they considered to be of importance to the problems under investigation.

In conducting studies of this nature, where the object is essentially to present facts, opinions and insights concerning various aspects of the problem under investigation, it has been noted by Selltiz (1951:53) and Stacey (1969:19) that the use of in-depth interviews, supplemented by the

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[2]See Appendix C for list of questions designed to guide the interviews.

analysis and interpretation of documented data, is one of the most effective and appropriate methods of data collection. Selltiz (1951:53) further points out that in using interviews, the researcher needs to seek out people who have the practical experience and who "can provide concrete illustrations" of the phenomenon being studied.[3] In addition, Backstrom and Hursh (1963:73) strongly recommend the use of the in-depth interview technique in situations similar to those of the present study. That is, they suggest that the interview can be especially fruitful:

> (1) where the researcher has limited knowledge as to the kind of answers a particular question is likely to provoke; (2) where he anticipates a great range of responses, and (3) where he is interested in what the respondent will volunteer on a subject before specific prompting. (Backstrom and Hursh, 1963:73)

Although extensive use has been made of the comments and judgements of those interviewed, it should be pointed out that the major part of the information included in the study represent the most reliable factual data available. Great efforts were made to ensure a high measure of validity and reliability of the information solicited. As far as could be possible, the researcher used many different sources to check and cross-check any information which seemed to be highly biased or at variance with majority expectations and observations. As far as the accuracy of

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[3]For an example of a study using this particular method and procedure for data collection, see Richard Simeon, Federal Provincial Diplomacy: The Making of Recent Policy in Canada, Toronto: University of Toronto Press, 1972.

figures was concerned, attempts were also made at establishing their reliability. In cases where wide variance was found, the writer opted for using estimates and approximations.

Other Sources of Information

In addition to the interviews, extensive use was made of reports, surveys, educational data digests, and research articles written by local academic observers. Among the documentary sources examined and which the writer was given permission to cite were:

1. Sources of information related to external assistance.

a. British Development Division--Technical Assistance Report
b. Report of the Financial and Technical Assistance Programme of the Government of Barbados as of November 1974
c. Inter-American Co-operation Report 1968-75
d. Commonwealth Fund for Technical Cooperation Brochure
e. CIDA Annual Reviews
f. CUSO Annual Reviews
g. Peace Corps Host Country Consultants Conference Report (1975)
h. U.S. Senate Foreign Assistance Appropriation (1975)
i. Harvard University--Ford Foundation/University of the West Indies Team Teaching Project Report

j. United Nations Development Project Mission Report for the Education and Training of Allied Health Personnel (1973).

2. Sources of information related to Barbados Educational System.

a. Annual Reports of the Ministry of Education
b. Draft Bill of the Education Act 1975
c. Barbados Government Digest of Education Statistics
d. Barbados Government Development Plans (1965-68), (1973-77)
e. Manifesto of the Democratic Labour Party (1971)
f. Manifesto of the Barbados Labour Party (1971)
g. Government of Barbados Annual Training Division Reports
h. Barbados Community College Act of 1968
i. University of the West Indies Teacher Education Report (1973)
j. The Barbados Community College Prospectus
k. The Barbados Labour College Report (1973).

Data Analysis

The method of data collection and analysis in this study may best be described as the "combination of chronological order and topical method of treatment" (Good and Scates, 1954:211). That is, the chronological periods in which major educational developments occurred were identified. The major developments were classified under the topics: (1) developments in educational policy, (2)

developments in organizational structure and administration, (3) developments in programs, (4) developments in the teaching-learning process, and (5) developments in educational financing. Each of these topics was then treated in relation to the chronological periods and to the involvement of external assistance. Good and Scates (1954) have pointed out that this particular approach is extremely helpful for a better understanding of the sequence, dominant characteristics and central concerns of a country's educational development process.

For the purposes of analysis and synthesis of the data concerning the contribution of external assistance, the information was classified according to the sources and functions for which assistance was negotiated and allocated. This approach, which has also been used by Cerych (1967) and Burke (1975), has been found to be especially fruitful for gaining insights into the planning and implementation of assistance. With regard to the treatment of respondents' opinions about external assistance contribution, the information was organized under each of the relevant criteria selected for evaluating the opinions. This particular approach which is adopted from Amuzegar's (1966) study of external assistance, has been shown to be an appropriate method for the classification and examination of various aspects of aid to education.

CHAPTER III

LITERATURE REVIEW AND CONCEPTUAL FRAMEWORK

The purpose of this chapter is to present a review of the literature on aspects of external assistance related to educational development, and on the basis of this review to develop a conceptual base for the study. First to be presented, is a discussion on the "systems" perspective of education; second, the terms "change," "modernization," and "reform" will be examined in the context of educational development; and third, the relationship of external assistance to education will be further defined. A conceptual framework is then developed to guide the organization of data and to provide a perspective for data analysis.

Education--A Systems Perspective

The definitions of the concept "system" provided in the literature are many and varied.[1] Essentially, when it is applied to an organization such as education, it implies, as Dye (1972:19) describes it: "an identifiable set of

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[1]For a more comprehensive discussion, see for example, David Easton, A Systems Analysis of Political Life, New York: John Wiley, 1965; and Talcot Parsons and Neil J. Smelser, Economy and Society, Glencoe, Illinois: The Free Press, 1956.

institutions and activities in society that function to transform demands into authoritative decisions requiring the support of society." In addition, among its basic features are the capacity to achieve goals, to be adaptive to a changing environment, to maintain its relationships with other social systems; and to integrate the elements or components of which it is combined (1972:19). These features are also delineated by Argyris (1964:120) who defines a social system as

> (1) a plurality of parts; (2) maintaining themselves through their interrelatedness and, (3) achieving specific objectives; (4) while accomplishing (2) and (3) adapting to the external environment thereby (5) maintaining their interrelated state of parts.

Writers such as Coombs (1968), Cerych (1967) and Adams (1970) have proposed, and in fact, have employed a "systems analysis" approach in their studies on education in developing countries. As Coombs claims in his study, such a perspective permits us to focus on an organized process in its entirety. In addition, it allows the researcher to concentrate "upon selected and critical indicators and relationships within the system and between the system and its environment" (Coombs, 1968:8). He goes on to state that if the "systems" concept is applied to education, we are then able to view the education system as receiving inputs, which undergo certain processes in an attempt to attain the objectives of the system (1968:10). More concretely, the financial and personnel resources are among the major resource inputs. These may be allocated from

internal sources or sources external to the society. In examining the internal aspects of the educational system, we may focus our investigation on such components as the organizational and administrative structure, the learning teaching processes, the flow of students within the academic structure, and so forth.

For the purposes of this study, the discussion will be limited to the resource input component which is allocated from sources external to the society. Cerych (1967:14) points out, that this resource component may be expressed quantitatively or qualitatively, it may be described by its origin (source) and by destination; that is "the types and levels of education to which it is directed." Further, assistance may be allocated for different functions and purposes. In addition, there are complex problems--administrative, social and political--associated with the external assistance process. These will need to be examined in relation to the various processes involved in educational development. There is, however, the problem of defining the concept educational development.

Educational Development

As was pointed out earlier, terms such as "reform" "change" and "modernization" have been widely used in the literature as synonyms for the concept "development." As Hanson (1966:12) points out, these terms have been used

to describe "what has been and what is sought." In other words, it is a story of transition, or as Method (1974:127) puts it, "a movement toward solution." Method proposes to speak of this process as reform, while Adams (1970:4) who describes essentially the same process refers to it as change. Method suggests that "what we choose to call reform is necessarily determined by our perception of the problem to be solved" (1974:127). Educational reform "may be a decision to open entry or to restrict it, to improve texts, or to do away with them, to extend conventional education or to develop an alternative, to upgrade or to replace, to introduce new technology or to go back to basics" (1974:127). These may or may not be significant, he notes. Adams is not as specific about what constitutes educational change, but he suggests that it implies some determined change in the status quo, and the process by which this is brought about is through planning and implementation of change strategies. The change process, he argues, is "closely linked to rational intention through (1) introducing appropriate innovations at crucial points and (2) anticipating the consequences of these innovations" (Adams, 1970:3).

These arguments suggest that for the purposes of analysis of educational reform or development, we will need to focus on the desired change goals of the educational system, the strategies for achieving them and the consequences of the changes achieved. The definitions

given above also imply that the determination of the goals and strategies involves a rational process, or as Bennis (1966:82) describes it, a "conscious deliberate induction process," that is, the changes may be seen as deliberate and planned. Viewed in the context of educational development, we will need to focus analysis on alterations which resulted from deliberate intervention rather than by the process of evolution or by chance. These developments may be quantitative (the establishment of new institutions, increase in student flows throughout the system, and the expansion of facilities); and they may be qualitative, particularly in the area of educational programs and curricula, the kinds of educational technology, and the teaching-learning methods introduced.

Educational Aid: Its Role and Problems

To obtain a clearer understanding of the role of aid in education it is important to examine attitudes and motivations which donors and recipients may have regarding aid. This is crucial in the area of educational aid where there is the possibility that the donor's concept of the role of aid is incompatible with the educational development ideology and approach of the recipient country.

Frank and Baird (1975:134) have suggested that from the donor's point of view four attitudes, or motivations, regarding the giving of aid seem to predominate. A donor may perceive the giving of aid as contributing to its own national security; or it may be motivated by the humanitarian

view that aid should be given to less fortunate countries. A third motivation may be one of economics: by giving aid to a developing country, the donor may gain greater access to the recipient country's markets and raw supplies. Fourth, external aid may help the donor achieve greater national prestige and power within the recipient country.

These motivations and attitudes have been a source of contention between advocates of aid and those who claim that aid, regardless of its form, is simply another way of perpetuating the practice of neo-colonialism in developing countries. It will not be the purpose here to discuss the pros and cons of this debate. Rather, some guidance regarding the definition of the role of aid in education is presented. Because of the number of agencies involved in the channeling of external aid, and given the fact that developing countries set themselves different educational goals and vary in their approach to development, it would seem spurious to attempt an all encompassing definition of the role of educational aid. As Deutsch (1970:41) has noted, "it is not possible to frame an exact definition of educational assistance, nor is it desirable, since the basic mode of a program of this type should be to maintain a flexible approach."

There are, however, some basic principles in the literature which should guide the formulation of a generally acceptable definition of the role of educational aid. Foremost among the guidelines or principles suggested in the

literature are those set forth by Lewis (1967):

1. External aid projects should be related to economic development, educational manpower development, social development and institutional development.
2. External aid projects should be related to a nation's ability to make long-range plans for educational development.
3. The methods employed in developing and implementing a project should be consistent with what is known regarding processes of change.

In defining the role of aid in its educational development efforts, each country will need, therefore, to consider the interrelationship of educational development to the social, economic and institutional aspects of the society. In addition, there will be a need for greater consideration to be given to the capacity of the country to plan and implement its long-range educational objectives, as well as to take into account the causes and possible consequences of planned changes and developments.

To further understand the role of aid in education, Cerych (1973) suggests that we "analyze the policy and methodological problems to which aid has given rise, and to uncover the links between external aid and educational planning." There are numerous studies in the literature which attempt to do this. An aspect of the problem, which has been the focus of several studies, relates to the efficient allocation of external resources, particularly from the standpoint of the recipient country. It was Coombs (1967) who observed that despite the phenomenal increase in external assistance to education over the last twenty years, the aid which a country receives represents only a small

fraction of its total expenditure on education. The problem, then, of determining the educational priorities for which a limited amount of external resources will be allocated, is particularly crucial for decision-makers of the recipient country. Will priority be given, for example, to the training of teachers over research in educational innovations? At what levels of the system will preference be given? Will the tertiary level of education take precedence over secondary and primary levels? Once the decisions regarding priorities are made, the problem concerning the most efficient ways of utilizing the resources will need to be considered.

The task of finding practical solutions to the questions posed above is not a simple proposition for those responsible for the planning and implementation of development activities. Indeed, there is an array of other related factors, which if not taken into consideration and dealt with in a systematic fashion, are likely to create new problems. Consider, for example, one form of assistance--the provision of scholarships to nationals of a developing country to study abroad. How appropriate to the needs of the particular country is this form of aid? And at what stage of the country's development does this kind of assistance become a hindrance rather than an aid? Klineberg (1966:38) examined this issue and concluded that there ought to be a balance between study abroad and the building up of indigenous training institutions. However,

Phillips (1974:279) contends that the practice of providing scholarships for study abroad has "possibly been exaggerated as an effective method of educational aid for development."

If, however, Klineberg's idea of achieving a balance is pursued, this brings into focus another problem. Maddison (1965:13) made the observation that it is much easier for the donor country to provide training in its own institutions rather than to provide the needed educational personnel for institutional development in the recipient country. Among the reasons for this is the lack of suitable qualified personnel who are willing to work overseas for any lengthy period. This, in fact, has been confirmed by the conference members of The Overseas Development Institute (1967:23), who have pointed out that there has been a decline in the quality of personnel sent overseas. The significant point being made here, is that no country can afford to accept any one form of assistance simply because it is available. A most important prerequisite to the request and allocation of external resources is for the receiving country to determine what are its needs and priorities at the different stages of its development, and to assess the relative contribution and limitations of each form of assistance in meeting these needs.

A second major aspect of the problem of aid to education, concerns what writers such as Goulet (1971),

Newbry (1969), and Sachs (1971) refer to as the need for further clarification of the underlying philosophy and assumptions of aid. Newbry (1969) contends that this is perhaps the most important problem in the consideration of educational assistance--the fact that "there is an absence of a well articulated, sound philosophical base for such assistance." He further argues that if such a base exists, it is not sufficiently communicated to all those involved in the external assistance administrative process. The related problem concerning the need for clarity and consensus regarding the assumptions of aid is also raised by Goulet (1971:171) when he states that one of the underlying assumptions of aid is that its role should be "accessory, not central" to the development efforts of the recipient country.

Sachs (1971:25) shares a similar view. He contends that aid should play a complementary role to the local effort. However, he observes that in practice, "this relation is often reversed, foreign aid being the starting point, while the complementary effort consists of a considerable part of the local resources being put into the execution of the project." For Sachs, such a situation is undesirable; but a case can be made for certain kinds of assistance which might best perform a catalytic role by introducing new patterns or methods of education. Such types of aid would more likely go beyond the complementary role. It seems then, that the need for clearly articulated

assumptions regarding assistance to education cannot be over-emphasized; for it appears that the finding of acceptable solutions to problems of effective aid allocation, may well be contingent on what the participants in the aid-giving and aid-receiving process perceive the role of aid to be.

Another important dimension of the problem of external assistance in education relates to the political, social and psychological implications of the involvement of external experts at the highest levels of the educational decision-making process of the recipient country. Goulet (1971:171) contends that the transfer of technology, knowledge and skills for the purposes of development "is not merely a technique, but a value-laden political act." Such an assertion suggests a need for careful analysis of questions related to "influence," "power," and "control," particularly in situations where external experts are involved in the giving of advice, in the planning of educational development activities, and in assisting in the identification and formulation of requests for assistance.

In studies which have explored such concerns, the majority of their findings would tend to support Goulet's assertion. Krassowski (1968:18) for example, in his study of the aid relationship between donors and recipients, suggests that "aid-giving is, in fact, almost exclusively guided by the principle of 'influence and control.'" Such

a situation may lead to, or contribute to a "condition of powerlessness, dependency and vulnerability," is the conclusion arrived at by Hochschild (1972:15) in his investigation of similar concerns. The position taken by Curle (1969:50) regarding the advisor role of external experts is stated most vehemently: "The concept of advisor," he claims, "entails a built-in condescension. It is an unspoken statement of superiority; it implies the survival of intellectual imperialism." This may perhaps be an overstatement of the case; but it provides strong support for the need of a more careful examination of the problem of external intervention if the "dependency syndrome," as Linton (1970:24) calls it, is to be eliminated.

In examining the role of external assistance in a country's educational development efforts, it is also useful to identify and analyze a number of other administrative and procedural factors which may have possible negative consequences for the recipient country. It was the observation of Fatouros and Kelson (1964) that while external assistance has been used to "plug certain obvious gaps" in a country's development efforts, there is the possibility that these attempts have created new problems. One of these problems relates to the provision of scholarships for training abroad. As Cerych (1965:187) points out, most donors include as a condition of the assistance that awards have to be taken up in their own training establishments. This has been seen, in many cases,

to be detrimental to the local development effort. One major reason has been the fact that the training provided in institutions of donor countries tends to be inappropriate to the needs of the recipient country (Wilensky, 1969:59). Other reasons,as pointed out by Schmidt and Scott (1971:41), are the long and costly training periods involved; and the fact that such lengthy periods of training overseas are likely to contribute to the brain-drain.

Another area of concern has been the fact that for most forms of loans and grants, the donors include stipulations which force the receiving country to spend the money on goods and services in the lending country. This insistence tends to limit the recipient country's ability to bargain for the best price. Thus the particular country may find itself paying prices which are considerably higher than it otherwise would have paid had there been no stipulations (Lewis, 1966:141). The possible negative consequences of some forms of assistance have lead writers such as Sachs (1971:25) to caution against the acceptance of aid just because it is available. Assistance, whether in the form of a loan or grant, has been shown to involve significant costs to the recipient country. As Lewis (1966:143) points out, an agency will pay, for example, the basic salaries and costs for experts, but the recipient country is normally expected to contribute various kinds of allowances--housing and transportation. These may be large enough to create undue strain on local budgets.

Similarly, in cases where capital costs are met by donors, and the local government is responsible for recurrent costs, it has been found that over the long run, this may amount to much more than the capital costs. These are some of the implications that need to be considered if assistance is to be used in the most effective way possible.

Closely related, and equally problematic is what has been generally described as the adoption of educational models from donors, which may in the long run, be quite inappropriate to the educational development needs of the recipient country. Harbison (1965:viii) notes that "the simple export of educational patterns from one country to another--from one cultural setting to quite a different one--can sometimes create more problems than it solves." It seems, therefore, that the important question which decision-makers need to ask themselves in this regard is similar to one raised by Esman and Montgomery (1969): should external educational models be "adopted" or "adapted" to meet local particular needs and conditions? It therefore becomes obvious that close consideration regarding this concern will be required very early in the planning stages, since many of the problems concerning inappropriate programs and educational techniques might well be dealt with before large investments are sunk into a project.

It should also be noted, that as attempts are made at finding solutions to the problems and issues posed above, new ones emerge. What, for example, are the issues

involved when a donor conducts an assessment of request for assistance from a developing country? The administrative and procedural problems come into the forefront in this regard. As Phillips (1973:50) has observed, the criteria used by agencies for assessing assistance have been "unduly rigid." He notes further that the process involved in "checking and rechecking is over-bureaucratized and unnecessarily detailed." Such procedural and administrative requirements will, no doubt, have a significant effect on the successful implementation of educational development plans.

In view of the problems discussed above, and given the fact that developing countries need assistance of various forms in their educational development activities, how might weaknesses in the process be overcome and strengths developed? Newbry (1969:490) suggests that we need to analyze the experiences of countries over a period of time and to extract some "common threads of success and failure." But to do this, we cannot simply rely on statistical evidence alone. Educational assistance should also "be based on qualitative considerations." But we need to make explicit a basis upon which judgements about the contribution of assistance can be made. Belshaw (1966), Amuzegar (1966), Lewis (1967) and Phillips (1974) are among the writers who have suggested a number of criteria for analyzing the extent to which external assistance has made substantive contributions to the local effort. The criteria

suggested by Phillips (1974:275) are the most comprehensive. Among those suggested are: (1) the assistance should be "clearly requested by the recipient country and meet a defined area that cannot be met domestically, quantitatively or qualitatively"; (2) it should be "consistent with the national development plan"; (3) it should be carefully "related to the recipient country's resources as well as its needs"; and (4) "that new institutions or methods introduced should be of a kind that is within the power of the recipient country to keep up when the aid terminates."

Conceptual Framework for the Study

By adapting the approach used by writers such as Cerych (1965), Newbry (1966) and Husen (1974) this study will emphasize the qualitative as well as the quantitative aspects of external assistance contribution to the educational development efforts in Barbados. Used in the context of this study, "development efforts" will refer to the planned activities which were considered necessary for accomplishing the educational policy objectives as set out by the Barbados Ministry of Education. The overriding purpose of this approach is, using Husen's words (1974:166),

> . . . to obtain a basis for policy action. In order to take appropriate action, one needs to know what factors are accounting for the outcomes and to what extent the resources that have gone into the system have contributed to achieving the goals set and at what price.

Thus the major concerns that will be dealt with in this study will be not only how much aid, but also what is the

nature of the aid and the factors which account for its contribution to the "modernization," "change" and "reform" efforts which have been manifested over the period under review. More specifically the analysis will focus on elements within the educational system which have been subjected to some form of a planned change process--educational structure and programs, educational content, syllabus and curriculum, methods and techniques of teaching, educational organization, planning and administration.

With regard to the examination of external assistance as an input into the educational system, the classification of assistance as used by Cerych (1967) will be adopted and modified to this study. That is, external assistance will be classified in terms of: (1) the forms in which it was supplied, (2) the sources of assistance, and (3) the functions for which it was requested and allocated. In addition, the discussion will focus on essential elements and factors in the administrative procedures and negotiations which are conducted during the planning and implementation of external assistance.

As a basis for the evaluation of opinions and judgements offered by interviewees regarding the contribution of external assistance to the development efforts, the following criteria, adopted and modified for this particular study, will be employed. These may be stated as Amuzegar (1966) posed them. That is, external assistance "can be considered a significant contributor

if on examination, we arrive at favourable answers" regarding the following:

1. clarity and consistency of educational assistance objectives

2. facility in the procedures for requesting, negotiating and receiving educational assistance

3. adequacy of loans and grants to meet local resource needs

4. flexibility of conditions attached to loans and grants

5. suitability of skills and functions of external personnel

6. novelty or innovativeness of problems diagnosed and solutions recommended by external experts

7. appropriateness of training assistance programs sponsored at home and abroad.

These criteria were used not only for evaluating opinions and judgments, but also as a guide for framing the questions asked respondents, and for collecting and categorising the information used in the study.

To summarize, the conceptual framework for the study includes a "systems" perspective of Barbados education. This concept introduces the idea of "inputs" and "outcomes" of an educational system. With regard to inputs, the study is primarily concerned with external assistance (resources) which have been negotiated and received. The outcomes (or results) of the inputs are then evaluated in the light of

the selected criteria. It is on this basis that conclusions are made regarding the overall contribution of external assistance to educational developments.

CHAPTER IV

DEVELOPMENTS IN THE EDUCATIONAL SYSTEM

The purpose of this chapter is to present a brief overview of how the educational system evolved during the period of Colonial rule in Barbados, and to discuss, in greater detail, the major reforms and further developments which occurred from the early 1960s up to 1975.[1] The main areas that will be dealt with, are those related to developments in educational policy, reforms in the educational structure and administration, and changes in curriculum content and teaching methods. In this chapter, and indeed throughout this study, education is used in the broadest sense to include organized training activities which are provided outside of the formal school system.

The Colonial Period

The historical context within which the educational system in Barbados evolved, is not unlike that of the other countries in the Caribbean region with a similar

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[1]The information on educational developments is compiled from the following sources: (1) Annual Reports of the Ministry of Education for the Years 1968 to 1972; (2) Unpublished documents of the Ministry of Education; (3) H.M.S.O. Barbados Report for the Years 1962 and 63; (4) UNESCO, World Survey of Education, 1971; and (5) Interviews.

socio-economic and political past. From its earliest years, the educational services which were provided in Barbados followed a pattern which was deeply rooted in an elitist philosophy, highly selective, with consequent unequal educational quality, facilities and opportunity. Indeed, when the first schools were established in the late seventeenth century, they were intended to cater only to a small minority of British descendants on the island. The decision-makers reasoned then, that to provide any educational opportunities to the mass of slaves would be tantamount to promoting a slave rebellion (Report of the Ministry of Education, 1970). When in the early 1800s educational services were actually extended to this class, the rationale remained the same. That is, by providing the masses with education of a "moral" rather than a "secular" nature, it would help to suppress any ideas of revolt on the part of the slaves. It was also by no coincidence that during this early period, the schools were under the control of various religious bodies (Report of the Ministry of Education, 1970).

By the mid-1800's, however, several social forces, external and internal, were at work; and would have a profound influence on the way the educational system has evolved up to the present. The most significant of these forces was the Emancipation Act of 1833 which abolished slavery and set into motion, among other things, the beginnings of governmental involvement in the provision of

formal mass education. The United Kingdom government, together with the local legislature began to make provisions of grants for the establishment of more schools on the island. This marked the beginning of the cooperative efforts between church and state in the supply of educational services. The Education Act of 1850 provided the general guidelines for administration and operation of the services, while the churches maintained control over the day-to-day operations and the general curriculum content. This general administrative arrangement and pattern of services continued for the next forty years with little fundamental change, if any, in educational philosophy, policies, and structure of the services provided. There was, of course, some expansion in facilities and services at the primary level; and during this period, secondary and tertiary level education were introduced. But here again, these were restricted to the small minority of whites and wealthy.

The Education Act of 1890 (an Act which has remained as the legal basis for education up until 1975 when it was being repealed) sought to consolidate what had evolved up to that time, and to introduce some basic reforms, particularly in regard to the curricula and the criteria for access to secondary education. Efforts were also made to improve the overall quality of schooling through the setting of standards and the grading of schools. Moreover, teacher training facilities were established, and more

primary school teachers were being trained.

Despite these developments, the period continued to witness problems of overcrowded classrooms, teacher shortages, and a continuation of limited access at the secondary and tertiary levels. These inadequacies and inequalities continued up to the beginning of the 1930s when the Marriot Mayhew Commission was appointed to review the situation, and to make recommendations on needed reforms (Report of the Ministry of Education, 1969:2).

On the basis of the Commission's recommendations, a number of measures were taken to correct some of the deficiencies in the system. The curriculum content was revised to emphasize the "secular" rather than the "moral" biblical teachings. In addition, the generally accepted practice of determining access to secondary education on the basis of colour and wealth was subjected to serious re-examination. But perhaps the most significant development which occurred at this particular time in history (although it took effect more than a decade after the Commission's report), was the effort of the government to take over control of the management and operation of all educational institutions which were financed mainly by public monies. Thus in 1943, the government appointed the first Director of Education, and proceeded to lay out a plan for further development and expansion of services, particularly at the primary school level. Among the most noteworthy accomplishments at that time, was the establishment of the

Erdiston Teacher Training College in 1948; an institution developed primarily for the training of elementary school teachers. It was also during this period, that government began to respond to the need for organized adult training activities, and instituted the Housecraft Training Centre in 1945. The centre was offering full and part-time, day and evening programmes in Home Economics at several rural and city centres throughout the island (Report of the Ministry of Education, 1971:2).

The decade of the 1950s witnessed more developments which were to be later consolidated, further expanded, and/or reformed in the 1960s and 70s. One of the most important developments during this period was a basic change in the policy regarding access to secondary education. This would no longer be decided on the basis of colour or wealth, but rather on the basis of academic ability. Another policy objective which was put into effect during this period, was the introduction of system-wide technical and vocational education. To accomplish both policy aims, the government set out to re-organize the educational structure. It introduced at the secondary level, a number of new secondary or comprehensive schools. The first two of these were started in 1952, offering in addition to the traditional academic courses, programmes of a vocational nature--Woodwork, Agriculture, Domestic Science, etc. This was followed, a few years later, by the establishment of the first technical institute which offered in addition to

vocational courses to secondary school students, part-time day and evening courses to adult students in the city and rural centres (H.M.S.O. Barbados Report, 1965:44).

Moreover, because of the new policy regarding access at this level, and in view of the limited number of places that were then available, the government in 1959, instituted the Common Entrance Examination. This was to be the primary means of selection for entry at the government secondary grammar schools. It was a two-part screening process. At age ten, students were reguired to take the first part of the examination. Only those passing part one were allowed to take the second part; and according to how well they did in this second part, they would either be awarded places in the secondary grammar schools, or they might be placed in the comprehensive schools, or they might remain in the senior department of the primary schools (also referred to as "all-age" schools). At age eleven, those who were unsuccessful in gaining places at the secondary grammar schools were given a second chance to write the examination (Atherley, 1974:9).

The new government policy on access to educational opportunities on the basis of ability was aimed also at the tertiary level. Further, the government sought to extend the opportunity to attend university through the passing of a Higher Education (Loan Fund) Act in 1953, which made legal provisions for a committee to assess potential students, and to make loans available to them to continue

their higher education. This was later followed by the Government Scholarships and Exhibitions Act of 1959, which instituted the granting of a small number of annual scholarships and bursaries for students who qualified to enter university. The efforts of the government, in this regard, extended beyond university education. Similar measures were taken to provide training opportunities to employees in the Public Service and to secondary school teachers. The Training Scheme Act of 1953, authorized funds for training scholarships. In addition, a Director of Training was appointed with the responsibility to conduct a survey of training needs within the civil service, and to make recommendations on how these could be met (H.M.S.O. Barbados Report, 1965:46).

Concomitant with the developments in educational policy and the reforms which occurred in the educational structure and programs, further efforts were made at strengthening the administration of the system during the 1950s. Most significant, was the appointment of the first Minister of Education, who became solely responsible then for educational policy decisions and their implementation. Accompanying this appointment, was the establishment of a committee comprising representatives of the Ministry of Education and various churches with the responsibility to advise the Minister on educational matters. Similarly, in an attempt to increase community involvement at the highest decision-making level, the government in 1956, appointed a

Board of Education with the primary function of advising the Minister in areas of educational policy (Report of the Ministry of Education, 1970:4).

What had been accomplished up to the end of the 1950s, may best be described as moderate advances towards the development of an educational system, for which the government adopted and promoted the principle of equality of opportunity. But the government realized then, and later, that much more was needed in order to achieve its policy objectives. Indeed, the concerns and inadequacies which existed in the system up until the late 1950s and early 60s were outlined in the platform of the political party which has governed the country since 1961. It pointed to the fact that up until 1962, students attending government secondary schools were still required to pay tuition fees. Moreover, it noted that the supply of places in these schools could not meet the demand. Consequently, a large percentage of the students had to attend private secondary schools which were at that time receiving little, if any, assistance from government and thereby creating a burdensome cost for the parents of these students. Mention was also made of the fact that the overall quality of education provided in the schools was below expectations, due mainly to the lack of, or insufficient training provided the teachers. The observation was also made that the facilities and opportunities for vocational and technical education at all levels were inadequate; so too were the

arrangements provided for further education at university level (Democratic Labour Party Manifesto, 1971).

Developments--1960-1975

The response of the government to the concerns outlined above, were indicated in a number of policy statements regarding structural, programmatic and administrative reforms--many of which were planned and implemented prior to, and after the country gained its independence in 1966. Included in the government development plans of 1965 and 1973, were policy objectives on education which reflected the acceptance of the government, of the principle and further promotion of equality of educational opportunity. Essentially, the primary goals were to continue to provide universal free education up to the secondary level; but at the tertiary level, access would be determined primarily on the basis of scholastic ability. Moreover, the educational system was to perform a more important functional role in the economic development of the country. The rationale for such a major modification was most aptly articulated in a statement by the then Minister of Education:

> Our nation is engaged in the task of improving national productivity, reducing unemployment and uplifting the living standards as well as the quality of life of our citizens. As a developing country it must be so. To undertake the task successfully, however, calls for a more than ordinary response from our educational system. For what that system must attempt to do is enable each individual to achieve the fullest possible development of his or her beneficial potentialities, while at the same time equipping him or her to function effectively

> as a citizen and a worker in the community. (Erskine Sandiford, Minister of Education, 1975)

An examination of the policy objectives and priorities in education during this period, reveals a pattern of planned developments which were in keeping with the minister's general educational philosophy. Among the more specific aims and functions of the educational system were the following:

> 1. Provision of adequate, universal, free primary education;
> 2. Free secondary education for all;
> 3. A properly planned and efficiently managed educational system within the context of national development;
> 4. Producing the range of skills required in a dynamic economy;
> 5. Inculcating a spirit of nationalism;
> 6. Upgrading the level of technical and vocational training;
> 7. Initiate training in new areas at the university level--areas which are of vital importance to the economic and social development of the region;
> 8. Expansion and upgrading of teacher training facilities;
> 9. Increase the volume, intensity and scope of training activities for public servants;
> 10. Providing facilities for vocational training and further education of adults and youths in the community;
> 11. Introduction of new teaching techniques and curricula to be in keeping with the changing times;
> 12. Ensure that the content of education is made relevant to the needs of the society and that the local school system is kept abreast of advancements in educational technology and material. (Barbados Government Development Plan, 1965 and 1973)

In pursuit of these objectives, major structural and operational changes were planned and implemented between 1960 and 1975.

Developments at the Primary Level

At the primary school level, new facilities were built and older ones expanded and improved. Government by 1963 had assumed full responsibility for the funding of primary education; and it was about this time that the goal of free primary education was attained. That is, all individuals between the age of five and eleven were by then able to attend a government primary school free of cost. Table 1 shows that by the late 1960s over 40,000 students (approximately 100 percent of this age bracket) were attending primary schools.

In addition to this achievement, major efforts were made towards the improvement of the quality of primary school education. A significant development in this regard, was the introduction of the teaching of science subjects. With some outside assistance,[2] a number of primary schools (over 70 schools of a total of 117) participated in a science education project, which involved the provision of science equipment and an in-service training program for science teachers of primary schools. It was also during this period that new efforts were made at introducing reforms in teaching methods. This was the introduction of a team-teaching project in 1965. Between 1965 and 1968

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[2]This project was extended beyond Barbados to other islands in the Caribbean region. It was aimed at the development of Science Education in Primary Schools in the region, and financed by UNICEF. See Chapter V for more information regarding this and other forms of outside assistance indicated in this chapter.

TABLE 1

BARBADOS PRIMARY AND SECONDARY SCHOOL ENROLMENT 1969-72

Schools by Level and Type	1969-70	1970-71	1971-72
Government primary	39,041	37,866	36,358
Private primary	3,504	. . .	. . .
Government secondary:			
All-age primary	4,389	4,784	4,767
Comprehensive	8,747	9,160	9,622
Grammar	5,096	5,063	5,229
Private secondary	. . .	. . .	. . .
Total government primary and secondary	57,273	56,873	55,976
Total private primary and secondary	3,504	. . .	. . .
Total	60,777	56,873	55,976

Source: Ministry of Education.

when the project ended, five schools participated, covering over 3,000 students; and the number of teachers who participated over the life of the project had increased from seventeen in 1965 to eighty-four in 1968.

Moreover, in the pursuit of reforms in educational content and methods at the primary level, a number of curriculum committees were established, comprising mainly teachers, to revise and develop curriculum guides for a number of courses. Further, measures were taken to provide greater diversification in the curricula, and in 1971, the government introduced primary school courses in Arts and Crafts.

Another activity, although it was not limited to the primary level, but was considered to be part of the overall plan of enriching the teaching-learning process throughout the system, was the introduction of educational television and the institution of an audio-visual aids department in 1969. Among the stated functions of this department were:

> a. to sustain, encourage and develop the use of materials as aids in the process of education;
> b. to initiate and develop programs in educational television;
> c. to develop and expand radio broadcasting as an aid to education;
> d. to tender advice to the Minister of Education in matters dealing with audio visual aids in education;
> e. to initiate a pilot project in educational television for a period of one year in the first instance. (Report of the Ministry of Education, 1970-71)

There was another development, which although it

does not relate to the structural aspects or processes at this level, demands some mention mainly because of the impact it has had on educational expenditure at this level since 1963. This relates to the introduction of a school meals programme which, when it started, was providing hot lunches to primary school students, but is expected to expand to secondary schools in the future. The major objective of this programme was to ensure that each student received the proper nutrition in order to facilitate better learning. It was also intended to help change what was considered to be unhealthy eating habits of many of the students attending primary schools. The rationale stated by the Ministry of Education for this programme, was that education should cater not only to the intellectual development of the student, but also to the individual's physical well-being. During the experimental stage of the programme, 2,700 students in six primary schools were receiving a daily hot meal for a nominal fee of ten cents per day. These schools were chosen from a low income area in the city, an agricultural area and a fishing area. By 1974, this programme was expanded to cover over two-thirds of the total number of primary schools, catering to approximately 25,000 students or more than two-thirds of the primary school population. Such a project, therefore, demanded a significant part of the total educational expenditures. In fact, by 1974, the programme was costing $4.5 million (U.S.), part of which was borne by The World

Food Program, which in 1974 donated about $750,000 in food assistance.

Developments at the Secondary Level

The developments which took place at the secondary level since 1960 were, in the main, structural. These were accompanied by changes, to a lesser degree, in the overall teaching-learning processes. In keeping with the overall policy of equal educational opportunity, the government, in 1962, abolished tuition fees for all the government secondary schools. It also set about to increase accommodation at this level through further expansion and restructuring of the programs. By 1963, there were ten government secondary grammar schools with an enrolment of 4,434; five comprehensive schools with a total enrolment of 5,970; and twenty-eight private (independent and government approved) secondary schools.[3] In addition, there were also over fifty primary (also known as all-age schools) which provided secondary education in the senior grades. But despite these efforts more places were still needed to meet an increasing demand. Thus, in 1965, the government set about meeting this need by approving a number of private schools which met government standards, and by providing them with assistance in the form of student bursaries, salaries for a proportion

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[3]Few statistical data are available for past enrolment at the private schools and senior departments of the "all-age" schools.

of their teachers, and funds for equipment needed for the teaching of new courses which the government was also introducing in its own schools.

Accompanying these developments between 1960-65, were efforts aimed at the introduction of vocational and technical programs in the schools. In 1963, for example, a number of students were given the opportunity to participate in a five-year apprenticeship program designed to train students who were then attending comprehensive schools and the senior grades of the all-age schools. Similarly, a streaming process was introduced within the government secondary grammar schools by which those students who were considered to be technically inclined could attend a training program offered by the Technical Institute. It was also about the same time (1963) that Industrial Arts courses--comprised mainly of woodwork and metal work--were introduced at four of the five comprehensive schools and at six secondary grammar schools.[4]

The attempts to introduce vocational education, together with further expansion, necessitated drastic steps in the improvement of the qualifications and proportion of qualified secondary school teachers. The major development in this regard, was the re-organization of the training courses which were available up to this time. Prior to 1960, the Teachers Training College offered a one-year

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[4]This new program also received external assistance. See Chapter V for more details.

course for primary school teachers and non-graduate teachers of secondary schools. About 1960, the government then decided to introduce a one-year emergency course specifically for those teachers with long experience, but who had no formal teacher-training. Similarly, a two-year course, which was dropped earlier, was re-instituted. These remained the only training programs for teachers up to the mid-1960s.

In 1965, the government development plan continued to emphasize the need for further development of vocational and technical education at the secondary level. Proposals were outlined in the plan indicating that two types of government secondary schools would be developed:

> a. secondary schools which cater to academic types but have facilities or allow for studies (e.g. at the Technical Institute) in technical and practical education as well; and
> b. secondary schools which cater mainly to pupils with practical interests but which carry special courses for those who show academic potential. (Government Development Plan, 1965-68)

By the late 1960s and early 1970s, it became increasingly evident that to pursue a policy of universal free secondary education, further basic structural reforms would be required. First, accommodation at this level could not meet the yearly demand; and secondly, since all students would not be able to benefit from the traditional academic programs that were then being offered in the secondary grammar schools, vocational education would, therefore, have to be further promoted and strengthened.

The response of the government to this situation was the development of more comprehensive schools (also known as newer secondary grammar schools), as well as the decision to increase its support to the independent schools, primarily by awarding an increasing number of bursaries to students attending these schools. Despite these efforts, the government still faced the problem of providing adequate accommodation. The 1970-71 statistics show that at this time, there were nine comprehensive schools; ten government secondary grammar schools; fifty-eight all-age schools; plus a number of independent schools, seventeen of which were receiving government assistance. However, 11,228 students took the first part of the entrance examination to the secondary grammar schools; but only 1,509 finally received places in both the government secondary and approved independent schools (Report of the Ministry of Education, 1971:25).

Significantly, then, the government in its development plan of 1973-77, included a proviso in its policy of universal free education at this level. The new policy statement now makes provisions for free secondary education up to the age of 14; and "thereafter on a selective basis to those pupils who have demonstrated the ability to profit from further secondary education up to age 17 or 18" (Development Plan, 1973-77:10-9).

To ensure that those students who were not able to continue their schooling after age 14, were given adequate

preparation for work,[5] the government set out to further develop and broaden the scope of technical and vocational training in the schools. One of the most significant developments in this regard, was the introduction of the Industrial Arts Education programme in 1970,

> . . . designed to provide opportunities for students to:
>
> a. acquire knowledge of some of the tools, materials and processes of industry;
>
> b. develop an interest in, and an understanding of industry, its products, organization and occupations;
>
> c. develop a degree of skill in some of the basic industrial processes;
>
> d. explore and develop personal interests, aptitudes and abilities in the technical fields and applied sciences;
>
> e. work on a co-operative as well as an individual basis and to develop wholesome attitudes towards work. (Ministry of Education Report, 1971-72)

In order to achieve the above aims, measures were taken to up-grade laboratory facilities in the secondary departments of the all-age schools and in the comprehensive schools. Moreover, new courses such as Commercial Arts, Home Economics and Agricultural Science were introduced in these schools. In addition, the Ministry of Education made arrangements with overseas examining boards such as the London Chamber of Commerce, City and Guilds of the London Institute, and the Royal Society of Arts, for organizing and

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[5]At age 14, students in the Comprehensive schools who are not allowed to take the overseas ordinary level examination, and those enrolled in the senior departments of the all-age primary schools, are required to take the Barbados Secondary School Certificate. They need to gain passes in at least four subjects including English Language to be awarded a certificate.

supervision of examinations for students from the comprehensive and all-age primary schools.

Further promotion of vocational and technical studies at the secondary level was carried out through such activities as the appointment of the first Vocational Guidance Officer in 1970. The officer's main responsibility was to provide assistance in establishing Vocational Guidance programmes in the secondary schools. He was also involved in organizing seminary and discussion sessions on career planning in which representatives from industry and the various professions participated. To indicate the necessity for integrating vocational guidance and career counselling within the school system, a number of proposals and plans for their implementation were circulated among the schools. Career guidance was to be carried out in three stages: (1) orientation activities on first entry to secondary schools; (2) educational-vocational planning when students reached the third form level; and (3) vocational planning activities when they reached the school leaving level. The plan also called for the participation of teachers in this regard; with the result that a number of them were enlisted as "Career Teachers" with the responsibility for promoting and operating the programs in their schools.

Accompanying structural developments at this level, major attempts were made at reforms in educational content and methods. One of the stated aims of the government in

this regard, was to "ensure that the content of education is made relevant to the needs of the society and that the local system is kept abreast of advancements in educational technology and material" (Barbados Government Development Plan, 1973-77: 10-20). In pursuit of these, a number of changes were proposed and implemented between 1965 and 1975. Most important among them were revisions in the syllabuses for the Barbados School Leaving Certificate: the Agricultural Science programme which was in existence was reviewed in an attempt to make it more related to the government's agricultural development policy. This course would now be offered to the School Leaving Certificate level, and at the overseas General Certificate Examination (G.C.E.) ordinary level. It was also planned that there would be closer co-operation between the ministries of Education and Agriculture in the teaching of Argiculture in the secondary schools. In addition to revising the syllabus to include agriculture, efforts were made at promoting the teaching of handicrafts--weaving and upholstery--with arrangements made for secondary school students to attend classes at the Government Handicraft Centre.

In order for fundamental changes to be made in the syllabus and curriculum, there was a need to develop a permanent institutional framework within which curriculum development activities could be planned and implemented. Consequently, a number of curriculum committees were established to develop curriculum guides in areas such as

Social Studies, Language Arts, Mathematics, and so on. This was later followed by the appointment in 1973 of a National Curriculum Development Council with the following functions:

> a. to review the existing curricula in the various categories of schools in the educational system;
> b. to advise the Minister on the subjects to be taught in Nursery, Primary and Secondary Schools and the time to be allocated to such subjects;
> c. to receive from subject committees especially established for the purpose, detailed syllabuses, guidelines and a list of appropriate text-books, teaching material and other equipment for each year of the relevant school course;
> d. to review the work of curriculum subject committees. (Atherley, 1974:12)

Developments at the Tertiary Level

The developments which took place at the tertiary level during the period 1960-75, may best be characterized as the determined efforts by government to provide more opportunities to those who wished to participate in further educational activities. Thus the period witnessed further expansion of existing facilities, and the re-organization of the system at this level. During the early 1960s, the Housecraft Centre and the Technical Institute were extending their services to a larger adult clientele. Day and evening courses were being offered by the Housecraft Centre to over 1,000 students, including teachers, in areas such as Household Management and Handicraft. Similarly, by 1963, the number of adult students taking apprenticeship courses had increased significantly. The Barbados Evening Institute was also at that time conducting night classes--vocational and academic--both in the city of

Bridgetown and in a number of rural centres. In fact, in 1962-63, over 2,700 adult learners were participating in a variety of courses offered throughout the island.

In order that more adult training opportunities be provided, the government in its development plan of 1962-65, made provisions for the development of a Trades Training Centre. Training activities were also carried out during this period by the Ministries of Agriculture and Medical Services. The former offered training for agricultural instructors; and the latter provided training for health personnel such as nurses, sanitary inspectors, and public health workers. The government also made provisions through the Public Service Training Scheme Fund Act of 1961, for the award of scholarships for special training overseas and the local training of civil servants.

With regard to other structural developments at the tertiary level during the early 1960s, there was the establishment of a branch of the University of the West Indies--The College of Arts and Sciences--in 1963. More Barbadian nationals began to participate in university education since the government had by then decided to abolish tuition fees for all Barbadian students at the undergraduate level. In keeping with the aims of providing more adult training facilities, the Barbados Hotel School was officially opened in 1964, designed to provide courses at the craft level to potential hotel employees, and to those who were already employed in the hotels but desiring

to upgrade their knowledge and skills in the industry. This particular development was the result of the co-operative efforts between the government, members of the Barbados Hotel Association and the Tourist Board. The contribution of the hotel industry was approximately 25 percent of the total cost, which included the provision of space, equipment, and a number of its personnel as instructors.

It was not until the mid-60s, however, that the major thrusts towards re-organization and expansion had begun at the tertiary level. The accomplishments since that time indicate the priorities of the government for tertiary education. In university education, a permanent campus was completed with the Barbados government providing the land for a nominal fee and meeting the costs of essential services. Furthermore, government scholarships and bursaries to attend the local campus and universities abroad were increased. The government also made proposals regarding the introduction of new degree courses in Sociology, Geography and Education. It also initiated the organization of university extension classes in Public and Business Administration.

Further policies for tertiary education were enunciated in the development plan of 1973-77. First, on the question of extending opportunities for education and training, the government proposed that this would be determined on the basis of "the trained manpower requirements of the economy" (Development Plan, 1973-77:10-12). Second,

with regard to the programs offered, it further proposed a "re-orientation of the system to meet the needs of the economy." As regards the first objective, the government continued to increase the number of scholarships and bursaries, particularly in those areas where needed skills were then considered critical. Thus as Table 2 shows, of the total number of awards made between 1970 and 1973, the majority were made in areas such as Education, Medicine and other skilled professions. These were areas considered to be lacking in the needed trained man-power. Similarly, with regard to the need for making university training more consistent with trained man-power needs, the government made proposals to the University of the West Indies for the introduction of management studies, and in particular, the development of a professional course in Hotel Management.

It was, however, at the middle and lower level of vocational and technical training that the major impetus for structural change was taking place. The government made proposals for the development of a Community College. The college, as it was first envisioned, was to bring all students together in one institution after they had completed the "Ordinary" level studies, and wished to continue at the "Advance" level. Hitherto, this need was met in the sixth forms of the government secondary grammar schools; but it was the government's intention that these sixth forms be phased out, and that the Community College would provide all educational and training activities from the

TABLE 2

SCHOLARSHIPS AND BURSARIES AWARDED TO BARBADIAN NATIONALS--1970-1973*

Program of Studies	Number of Awards by Year			
	1970-71	1971-72	1972-73	1970-73
Education (Teacher-training, Administration, Vocational, etc.)	19	25	20	64
Medicine (Dentistry, Veterinary, Psychiatry, etc.)	8	11	6	25
Natural and Applied Sciences (Mathematics, Physics, Computer Science, etc.)	3	14	8	25
Management Studies (Business Administration, Hotel, Accounting, etc.)	8	10	5	23
Technology Diploma (Electronics, Automotive Mechanics, Surveying, etc.)	. . .	6	9	15
Engineering (Civil, Electrical, Mechanical, etc.)	3	5	4	12
Industrial Arts (Commercial Arts, Interior Design, etc.)	1	5	6	12
Social Sciences (Economics, Geography, Sociology, Law, etc.)	1	4	4	9
Agriculture	2	1	2	5

TABLE 2--Continued

Program of Studies	Number of Awards by Year			
	1970-71	1971-72	1972-73	1970-73
Home Economics (Nutrition, Diatetics, etc.)	1	4	. . .	5
Humanities (English, Literature, French, Spanish, Portuguese, etc.)	3	. . .	1	4
Architecture	. . .	3	. . .	3
Tourism Studies	1	. . .	1	2
Combined programs (e.g., English/Economics)	. . .	3	2	5
Other (not determined)	14	. . .	6	20
Total	64	91	74	229

Source: Compiled by the author from data provided in Ministry of Education Reports, 1970-73.

*These are awards made through the Ministry of Education. Awards made by other ministries are not included.

"post-ordinary" to pre-university level.[6] These programs would be centralized in order to remove previous distinctions made between what was then considered to be first and second grade grammar schools; and also to achieve better utilization of resources at this level.

As was set out in the Community College Act of 1968, the major objective of this institution was to

> . . . provide a place of education, offering instruction in any or all of the following fields of education: Agriculture, Commerce, Fine Arts, Liberal Arts, Science, Technology and in such other fields of education as the Minister may from time to time determine.

It was proposed that the programs offered be of two years, and that the college would cater to day and evening students. In addition to the traditional academic courses, a broad range of technical and vocational courses at the advanced level would be introduced.

In 1969, the college was opened, offering courses, free-of-charge to Barbadians. It started with three divisions: Liberal Arts, Science, and Commerce. Since then, the Divisions of Technology, Fine Arts, Community Services and Health Services have been added. The entry requirements for those wishing to enroll consisted of at least four passes obtained in one sitting of the G.C.E. Ordinary level examination, or five passes at more than one sitting. In some divisions such as the Community Services and the Health Services Divisions, the entry

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[6]See Appendix D for a statement on this development by the Minister of Education.

requirements are less stringent. That is, a potential student may gain entry if he holds a Barbados School Leaving Certificate, or has completed a program of studies which College officials consider to be of acceptable standard. An indication of the demand for this type of educational opportunity is revealed by the fact that in the first year the college opened (1969-70), 500 students had enrolled. This was almost doubled by 1973, when the enrolment reached 923, of which 295 were full-time and 628 were part-time students.

Another significant development at the tertiary level, was the establishment of the Samuel Jackman Prescod Polytechnic--a trades training centre, originally proposed in the Development Plan of 1962-65. The Polytechnic was opened on temporary sites in 1970, one year after the opening of the Community College. It was essentially a re-organization and further development of the programmes which were then offered by the Barbados Technical Institute. The stated aims of this institution were:

> To provide an educational program with the following objectives: (a) to develop trade skills and occupational competence up to the level of skilled craftsmen; (b) to prepare students for entry into paid employment; (c) to prepare students for entry into the proposed Division of Technology of the Barbados Community College; (d) to train students to be useful, effective and good citizens. (Polytechnic Calendar, 1970)

Up to the present, five divisions have been developed. These are Commercial Studies, Electrical Trades, Building Trades, Engineering, and Agriculture which was added in 1975. The

courses offered are of varied lengths for full-time and part-time students. They are also structured with three kinds of students in mind: (1) pre-service training is available for those entering the labour force for the first time; (2) in-service training is provided for those already working but needing to further develop their skills; and (3) a re-training programme is offered to those planning to change their occupation and desiring new skills (Polytechnic Prospectus, 1970).

To gain entry to the Polytechnic, students are required to have either passed the Barbados School Leaving Examination, or they must have satisfactorily completed an Apprenticeship program or the equivalent in an Industrial Arts program. In addition, they must also take the Polytechnic aptitude test. During 1973-74, over 1,000 students were enrolled in part-time and full-time, day and evening courses. This, however, represents only about 20 percent of those desiring to enrol in the programs, indicating the need for further expansion. The government has, in fact, begun to respond to this situation in a recent proposal to establish permanent facilities and increase the Polytechnic's offerings.

There were, in addition to the above, other noteworthy developments which aimed at providing increased and improved adult educational opportunities at the tertiary level. For example, the Hotel School which was established in 1964, and later became a division of the

Polytechnic, was re-organized into a separate institution in 1973. Accompanying this re-organization was the introduction of a new course for hotel workers at the middle management level. Also, the Extramural department of the University of the West Indies was, in addition to offering academic courses for students preparing to take the ordinary level examination, organizing seminars, in-service training programs, and other less formalized academic activities to an increasing number of interested adult participants. Similarly, a number of secondary schools have been involved in offering extension classes to many adult Barbadians.

There have been other ministries and government departments which have developed and have been conducting adult training activities: the Extension Division of the Ministry of Agriculture, for example, has planned further expansion of the 4H movement which started in 1963. One of the main activities proposed, was the development of leadership training programs which would include local training sessions, scholarships, and other incentive awards for potential leaders. In addition, the Co-operative Division of the Ministry has been involved in efforts towards the development of the Co-operative Movement. Plans have been proposed for the development and implementation of educational programs for members of the various co-operatives, and also for the general adult population. Furthermore, it has been proposed in the Development Plan

of 1973-77, to extend these programs to the schools in an attempt to help both students and teachers become more familiar with the co-operative movement, its principles and its aims in the Barbadian context.

The Ministry of Trade, Industry and Commerce has also become increasingly involved in the provision of adult training, in that the Handicraft Development Centre which was previously organized within the Community Development Division has been re-organized and has been providing handicraft training programs in a number of centres throughout the country. In addition, the Community Development and Youth Affairs Division of the Ministry of Education has recently announced plans for the establishment of a youth training centre, particularly for those youths who had not been able to complete their formal education. This plan proposes a two-year residential centre in a rural area, which will provide training in agriculture, carpentry and other trades.

There have also been other developments with regard to the training of public employees and management level workers in industry. The Ministry of Finance has made legal provisions through the Training Scheme Fund Act of 1972, to increase its local training of civil servants at all levels. Moreover, plans are presently being implemented, with outside assistance, for the establishment of a civil service college--Institute of Publis Administration--to provide training in Public and Financial Administration.

With regard to the training of middle-level personnel in industry, the government, through the Industrial Development Corporation and the combined efforts of private industry, have developed an Institute of Management and Productivity which has among its aims, the provision of training, technical advice, and research in the area of management development in the country.

Beyond these activities, the government has been involved in a number of regional co-operative efforts to provide adult training opportunities. For example, in the case of teacher training, it has combined its efforts with the University of the West Indies, and international agencies to develop and implement innovative programs for the training of teachers from within the region. Moreover, the government has worked closely with other regional governments and international agencies to develop the meteorological services and to train meteorologists from the region. In this regard, the Barbados government has provided the land, together with its share of the operational costs for the establishment of the Caribbean Meteorological Institute in Barbados. Similarly, in the case of providing education and training for health workers in the Caribbean, the government has provided legal and financial support to a recently planned regional and international project, involving the development of four regional training centres in four islands in the Caribbean, including Barbados.

Another major development which took place during the period under review, was the establishment of the Labour College. In the 1965-68 development plan, the government included as one of its priorities in education, the co-operation with the Barbados Workers' Union to establish a labour college in order to "provide facilities for the training and further education of workers" (Government Development Plan, 1965-68). In 1974, the college was officially opened as a residential institution, financed mainly by the contributions of union members, and with some assistance from the International Labour Organization (ILO). The college offers workshops, seminars, and leadership training courses of varying duration to workers of various levels and employment.

Because this development must be considered unique in the area of adult education in the entire Caribbean region, it is pertinent to list the stated functions of the college:

> (1) To promote the education of workers in all areas and aspects of their working lives;
> (2) to train leaders of the Trade Union Movement in skills of leadership, organization, and administration of Trade Unions in the Caribbean context;
> (3) to develop a body of new knowledge in labour education;
> (4) to train labour educators in the educational methods and techniques of labour education;
> (5) to educate workers in the disciplines relevant to developmental change and the decolonization process in the Caribbean;
> (6) to integrate the education of the worker into the wider field of adult and continuing education, by providing the worker, a liberal education for his general intellectual, cultural and economic improvement as a citizen;

> (8) to foster and promote a universal awareness of the Trade Union organization as an institution of growth and an instrument of change in the developing Caribbean. (Report of the Labour College, 1974-75)

To what extent the college will be able to achieve these aims is a major question that needs to be dealt with elsewhere. The more pertinent point that can be made here, is the fact that such a major and significant venture has occurred with a minimum of government support and involvement.

Developments in Administration

In view of the government's priorities for continued modernization and re-organization of the educational system, it is necessary to examine developments in administrative arrangements and processes which accompanied the structural and functional developments described above. One of the priority concerns identified by the government, was educational planning, hitherto conducted in an ad hoc manner. In this regard, a number of steps were taken to adopt a long-term planning approach in education. It was in 1969, for example that the government obtained the assistance of a UNESCO mission[7] to survey the educational system, and to make recommendations for its future long-term development. This report, as the Development Plan of 1973-77 points out, served as the basis for many of the reforms and developments which

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[7] Information about this mission remains confidential. See Chapter V for available details on this form of assistance.

occurred since then. To underscore the fact that the government was intent on further rationalizing the system, with a bias towards the man-power approach in educational planning, it was stressed in the Plan that the proposals for development were "based on an assessment of the demand for education by its users and an assessment of the requirements of the economy for trained manpower" (Government Development Plan, 1973-77:10-15).

Moreover, some organizational restructuring which was implemented in the Ministry of Finance and Planning had a direct bearing on the planning and administration of the educational system. The most significant of these was the development of a branch within the Planning Division with responsibilities for dealing with programs involving technical assistance, which would include project identification, formulation and evaluation, and the co-ordination of external assistance. Proposals were also included for the training of personnel in these particular areas. A planning and research component was also instituted within the Ministry of Education in 1969, with responsibilities not only for overall educational planning and research, but also for curriculum development and implementation.

In regard to teacher supply, a number of administrative decisions were made to increase the quality and number of teachers. For example, there were genuine attempts by the government to recruit and train teachers

in a number of special areas where before there had been a critical shortage. Secondly, whereas before, there had been a need for a significant number of expatriate personnel, the local teacher supply has improved to the point where only expatriate teachers with special skills (e.g., teachers of Science and Vocational education) are required. But this improvement in the staffing situation has only occurred in the early 1970s. The statistics on teacher qualification and training for 1967-68, for example, show that out of a total of 1,459 government primary and all-age school teachers, approximately 43 percent had some teacher training; in the comprehensive schools, 42 percent of a total of 402 received any training; and at the secondary grammar schools, of a total of 265 teachers, about 41 percent had teacher training (Digest of Education Statistics, 1967).

To improve the staffing situation, the government undertook a number of measures. Teacher training at the Erdiston College underwent a major re-organization. In addition to offering a one-month induction course for new teachers of primary schools, it also conducted an in-service (vacation) course for experienced primary school teachers. Further, a full-time two-year course was offered for teachers at this level who had at least one year's teaching experience and who held the necessary academic qualifications (at least four ordinary level subjects in the overseas General Certificate Examination).

Beyond that, a new two-year teacher training program was developed in 1970, designed specifically for teachers of comprehensive and all-age schools. This new program was the result of the combined efforts of the Community College and the Erdiston Training College.

The Training College was responsible for the professional half of the course, while the Community College offered the academic courses. Arrangements were also made with the University of the West Indies School of Education to institute in 1973, a one-year in-service diploma program specifically for teachers of secondary grammar schools. These trainees were university graduates who were already teaching, but who had no prior teacher training. Finally, efforts were continued in the training of teachers and other educational personnel in specialized areas, mainly through the granting of overseas scholarships, and also through arrangements between the government, the University of the West Indies, and a number of external agencies, for the conducting of workshops and other training projects of varying duration.

Summary Analysis

This chapter presented a broad overview of the development of the educational system from its inception during the colonial period up to 1975. In addition, the major developments prior to, and after the country achieved its independence (1960-75) were identified and described in

more detail.

With regard to developments in structure, it was revealed that the late 1950s and early 1960s could be considered the watershed for many of the significant reforms which occurred during the period under review. In the case of primary education, it was pointed out that the policy priority of the government was to ensure that all primary school age Barbadians could attend school. This was achieved in the 1960s through expansion of facilities and the recruiting and training of an increased number of teachers. Having attained this goal, the major thrusts were then turned to improving the quality of primary education. The efforts were largely centred on diversification and broadening of the syllabus and curriculum. It was also pointed out that a team-teaching approach was introduced, together with the development of Science teaching, and some initiatives taken in the area of curriculum development.

At the secondary level, the period 1960-75 witnessed major efforts towards the pursuit of the policy of universal free educational opportunities. Notable developments in this regard were the abolishment of school fees for all students attending government secondary grammar schools, increased assistance to the government approved private schools, and further development of comprehensive schools which were introduced within the system a few years earlier. It was also noted that with the demand for places in the

secondary grammar schools greatly exceeding supply, a Common Entrance Examination was instituted and later reformed to determine who would attend these schools. Measures were also taken to improve the quality of education at this level, and to make the programs more appropriate to the changing economic and social needs of the country. Among these measures were the upgrading and extension of vocational and technical education, conscious efforts at relating the skills taught in the schools to the job market; and the introduction of vocational guidance in the school program. Similarly, it was during this period that plans were implemented for increased diversification of the school syllabus, and the use of audio-visual aids to enrich the teaching-learning process. Finally it was noted that among the bold initiatives taken in the area of curriculum development, was the appointment of a National Curriculum Development Council.

At the tertiary level, it was indicated that the developments were essentially similar to those which had occurred or were planned at the secondary level. These were the introduction of new training institutions, increasing government financial support for university and other professional training, and a general re-orientation of tertiary education to the social and economic needs of the times. Among the significant structural developments was the establishment of the Barbados Campus of The University of the West Indies in 1963, with permanent

facilities completed in 1968. It was also noted that a new institution, the Barbados Community College was opened in 1969, to provide both vocational and academic programs up to the pre-university level. A year later, the Polytechnic was established to cater to students who desired vocational training at the trades level. Beyond these, the period witnessed a number of co-operative ventures between the Ministry of Education and other ministries, government departments, private concerns, other regional governments and international agencies--all working together to provide further education and training to Barbadian adults.

In terms of administrative developments which were necessary for the implementation of planned policies, it was pointed out that the appointment of the first Minister of Education in the 1950s, was perhaps the most significant development in this regard. It was also pointed out that government's approach to educational planning had moved in the direction of long-term planning with more consideration given to the relationship of education to the social and economic needs of the country. Structurally, the major developments identified, were the development of an audio-visual aids department to promote the use of educational television and radio broadcasting in the schools; and the institution of a planning and research division together with the appointment of a National Curriculum Development Council to carry out extensive work in the area of curriculum development and implementation.

Finally, in the area of staffing, it was revealed that bold initiatives were made at not only improving the quality and proportion of trained teachers, but also at achieving a level of self-sufficiency, with only a limited need for expatriate personnel in special teaching areas.

To be able to accomplish what has been described in this chapter, meant a considerable increase in government expenditure on education over the last fifteen years. The extent of the local effort in this regard, together with the external contribution, will be the central focus of examination in the next chapter.

CHAPTER V

SOURCES, FORMS, AND ALLOCATION OF EXTERNAL ASSISTANCE

To reiterate, this study is concerned with the developments in education since 1960, and the contribution of external assistance to these developments. In the previous chapter, the major developments which occurred during the period under review were set forth. This chapter will now turn to an examination of proposed and actual government expenditures on education, together with the external resources which were intended to assist the local effort. The first section provides a summary of the trends in educational expenditure over the last fifteen years; that is, the educational areas and levels to which significant amounts of resources were allocated and the purposes for which they were assigned. The second section identifies the major sources of external resources, provides some approximations of the types of assistance which were made available by them, and examines how they were allocated locally, and why they were allocated as they were.

Expenditures in Education--1960-75

As was indicated in the previous chapter, the

government made significant progress towards the expansion of education at all levels. Efforts were also made to generally improve and enrich the teaching-learning processes, and to further develop technical and vocational training, particularly at the secondary and tertiary levels. It was also noted that in order to implement the planned reforms in the system, attempts were made to improve the educational decision-making process. Together, all these efforts demanded an increasing share of the government's budget.

In the early 1960s, government's total current spending in education had exceeded $5,000,000 (Barbados), or approximately 4 percent of national income (UNESCO, 1971:189). Table 3 shows that there was a gradual increase in current spending up to the late 1960s. But in the early 1970s current expenditures increased drastically from $13.6 million in 1969 to just over $20 million in 1970-71, representing a 52 percent increase over the last year. A significant part of this increase was in the form of capital expenditure. This started a trend in which capital spending has taken an increasing share of current expenditures. But perhaps the most significant development in government spending on education during the period under review, was that in 1974 total annual expenditures had more than doubled that which was allocated in 1968-69. In fact, from the figures available, it seems that the proportion of total national income spent on education had doubled from about 4 percent in the mid-1960s to about 8 percent in

TABLE 3

ESTIMATED CAPITAL AND CURRENT SPENDING IN EDUCATION--1960-74[1]

Years	Capital Spending ($)*	Total Current Spending ($)
1960-1961	. . .	. . .
1961-1962	281,000	. . .
1962-1963	890,000	5,732,000**
1963-1964	1,166,000	5,895,000
1964-1965	611,000	6,285,000
1965-1966	542,000	8,217,000
1966-1967	560,000	10,070,000
1967-1968	647,000	10,538,000
1968-1969	502,000	15,159,000
1969-1970	882,000	13,628,200
1970-1971	2,651,618	20,058,455
1971-1972	2,917,088	23,977,439
1972-1973	2,865,532	28,434,800
1973-1974	6,209,840	32,983,900

Sources: Compiled by the author from data included in Ministry of Education Reports; Barbados Development Plans; and UNESCO, World Survey of Education, Paris, 1971.

*$1 Barbados = 0.583 U.S. dollars.

**About 4% of National Income (1962-63).

[1]A note of caution is required regarding the figures presented in this Table and in the following pages. They are estimates and approximations of educational expenditures. While they may not represent actual spending, they provide some indication of the government's priorities as indicated in the Development Plans and Annual Reports.

1973-74. This trend is shown in Table 4, which provides a breakdown of the proportion of total government allocations for capital and recurrent spending in education since 1965.

TABLE 4

PROPORTION OF TOTAL GOVERNMENT SPENDING ON EDUCATION--1965-74

Years	Capital Expenditures (%)	Recurrent Expenditures (%)
1965-1966	8.1	23.3
1966-1967	10.9	22.9
1967-1968	15.2	22.5
1968-1969	18.1	22.5
1969-1970	. . .	21.6
1970-1971	7.8	23.6
1971-1972	9.3	25.6
1972-1973	10.5	23.6
1973-1974	14.0	24.2

Sources: UNESCO, World Survey of Education, 1971:188; and Ministry of Education Reports.

One way of examining how these expenditures relate to the developments previously discussed is by outlining the priorities of the government and by indicating how the resources were allocated by levels and areas. In the government development plan of 1965-68, for example, the

major priority area in primary education identified by the government was the further expansion of facilities to provide for free universal education at this level. Thus, it was government's proposal to spend approximately $0.8 million over four years for the building of new primary schools and to carry out extensions on existing ones. Another area identified at this level for a major government outlay was the school meals programme. In this case, it was estimated that about $300,000 would go towards further extension of this service to more primary schools. Educational broadcasting, which was introduced at the primary level during this period, was also to receive a significant share of the proposed budget for the period 1965-68. As was indicated earlier, it was the government's intention to improve the teaching-learning process at all levels. The use of educational radio and television was perceived to be an important means of achieving this.

Overall it can be stated that the increase in expenditure for primary education since 1965 was allocated mainly to cover capital costs--buildings, furniture, and educational equipment. As Table 5 shows, this pattern has continued up to 1975 and is projected to decrease significantly after 1975. In the 1973-77 development plan it was estimated that approximately $23 million would be spent on major capital projects over five years. Of this total, about 13 percent was allocated to new school construction, replacements and extension at the primary

TABLE 5

ESTIMATED EXPENDITURES ON MAJOR EDUCATIONAL PROJECTS--1973-77

Project Areas	1973-74 ($)	1974-75 ($)	1975-76 ($)	1976-77 ($)	Total 1973-77 ($)
Primary education (new schools, extensions, replacements)	1,193,500	1,215,220	470,000	75,000	2,953,720
Secondary education (new comprehensive schools, extensions to comprehensive and grammar schools)	2,762,000	1,499,000	1,915,000	4,335,000	11,511,000
Tertiary education:					
Community College	600,000	2,000,000	2,000,000	400,000	5,000,000
Polytechnic	10,000	50,000	1,000,000	1,000,000	2,060,000
Hotel School	250,000	. . .	. . .	. . .	250,000
Housecraft Centre	12,000	. . .	. . .	. . .	12,000
Special education	61,000	86,000	11,000	11,000	169,000
Erdiston College--teacher training	90,000	. . .	. . .	. . .	90,000

TABLE 5--Continued

Project Areas	1973-74 ($)	1974-75 ($)	1975-76 ($)	1976-77 ($)	Total 1973-77 ($)
University of the West Indies (Barbados)	42,340	29,353	. . .	. . .	71,693
Teacher training	25,000	5,000	5,000	5,000	40,000
School meals	100,000	275,000	50,000	25,000	450,000
Educational broadcasting	220,000	. . .	. . .	. . .	220,000
Textbooks and teaching materials	50,000	60,000	60,000	60,000	230,000

Source: Barbados Development Plan, 1973-77.

level. In addition, the audio-visual aids programme and educational broadcasting, which was further developed and extended at the secondary level was receiving, in 1973-74, close to six times the amount it was allocated between 1965 and 1968. The school meals programme was also receiving an increasing share of the major capital spending at this level, although it is estimated that after 1975, the allocations for this programme will begin to decrease.

The pattern of educational expenditures at the secondary level over the last fifteen years was quite similar to that at the primary level. Starting in the mid-60s, one of the main goals for secondary education was the provision of more school places. This required huge capital outlays for the construction and equipping of new comprehensive schools and extensions to the existing government grammar schools. Between 1965 and 1968, it was estimated that the government would spend approximately $1.5 million to meet these capital costs. By 1973, this amount would be almost doubled. In fact, in the development plan of 1973-77 it was estimated that over $11 million would be spent over the five-year period, mainly in capital projects which were intended to assist government in the achievement of its major goals--free secondary education and the upgrading of vocational and technical programs.

Capital spending for secondary education represents a little less than 50 percent of the total capital allocations over the five-year period. However, increased

expenditures were not limited to capital projects at this level. Indeed, there was a significant increase in recurrent expenditures over the period under review which must be attributed mainly to the efforts of the government to improve the quality of secondary education as well as providing more school places. In terms of the efforts to provide quality education, the period witnessed major spending in areas such as educational technology, and the recruitment and training of more teachers, particularly for the staffing of comprehensive schools. Similarly, with regard to the provision of increased opportunities for secondary schooling, significant amounts of the recurrent budget were alloted to the private secondary schools in the form of grants and the paying of tuition fees for those not able to gain admission to the government grammar schools.

Expenditures for developments at the tertiary level over the fifteen-year period were consistent with the priorities and policies of the government--particularly with regard to the need for re-organization of tertiary education, and also to the need for extending greater opportunities for those who wanted to participate in education and training activities at the various post-secondary institutions. Significant capital outlays were made towards establishment of the permanent campus of the University of the West Indies during the mid-60s. The Barbados government contribution was estimated to be about

10 percent of total costs. In addition, the land was provided at a nominal fee. Further, in the government's pursuit to provide technical and vocational education at the trades level and advanced levels, a number of projects involving large capital expenditures were initiated. Capital expenditures went towards the development of institutions such as the Hotel School; Housecraft Centre; the Technical Institute, which later became the Polytechnic; domestic centres; and the Community College. These new initiatives have been in the process of further development, particularly in the cases of the Community College and the Polytechnic, which between 1973 and 1977 will be allocated over 90 percent of the total capital estimates for projects proposed for tertiary education.

With regard to the recurrent expenditures, Table 6 shows the areas of spending priorities during recent years and reveals, as was the case of capital expenditures, that technical and vocational education have been receiving, and will continue to receive the major share of government financial support. Also in terms of comparisons between the three levels of education, it is important to note that there has been only a difference of about 2 percent of the amounts allocated. This was not the case, however, in the early 1960s, when the difference in recurrent expenditures between primary and tertiary levels was much larger. Since the mid-1960s, the gaps in expenditures between these levels have closed quite significantly. One of the major

TABLE 6

AMOUNT AND PERCENTAGE DISTRIBUTION OF CURRENT EDUCATIONAL EXPENDITURE--1972-73

Educational Areas	Amount ($)	Percentage
General administration	2,320,000	6.4
Student transportation	. . .	3.0
School meals	498,300	1.9
Primary education	7,725,200	30.4
Secondary education	7,539,500	29.6
Tertiary education:		
Teacher training	366 300	1.4
Technical education (Polytechnic)	631,200	2.5
Adult and special education (Hotel School, etc.)	1,097,500	4.4
Community College	2,877,500	11.4
University of the West Indies	1,936,800	7.6
Scholarships and grants	443,500	1.4
Total recurrent expenditure	25,434,800	100.0
Total capital expenditure	2,900,000	
Total current expenditure	28,334,800	

Source: Ministry of Education Reports, 1971 and 1972.

reasons for this may well have been the recognition on the part of the government of the need to provide more facilities and increasing financial support for education and training at the advanced technical and university level--including both undergraduate and post-graduate training. The allocations to the University of the West Indies and for scholarships and grants, which together comprise 9 percent of the total recurrent expenditure, do in fact bear this out.

From the discussion, so far, it would appear that the dramatic increase in government expenditure over the past fifteen years was limited primarily to the building of new facilities and expanding and improving existing ones. This, however, was not the total picture. Significant amounts of resources were, in fact, allocated towards the improvement of the quality of education--program and curricula reforms, introduction of new teaching approaches and methods, development of new teacher training programmes, and so on. As will be seen in the next section, it is mainly in these areas that the combination of the local effort, together with the external contribution are more readily identified.

Sources and Forms of External Assistance--1960-75

United Kingdom educational assistance

Among the suppliers of educational assistance to

Barbados during the period under review, the United Kingdom is ranked by the majority of interviewees as one of the major contributors. This is in fact not surprising, since Barbados was a former British colony and has continued its close association with the British even after it received its independence. Educational assistance from the United Kingdom was first channeled through the Ministry of Overseas Development and later the Overseas Development Agency (ODA). But since the establishment of the British Development Division for the Caribbean region in Barbados, all major official aid is now being channeled through it. In general, the type of assistance provided by the United Kingdom through the ODA has been primarily technical assistance--supply of teachers and other educational personnel (educational planning efforts, curriculum development consultants), and provision of scholarships and fellowships for study abroad. The Centre for Educational Development Overseas (CEDO), another British source of assistance, concentrates mainly on the provision of grants and for personnel to initiate and develop projects related to teacher training, curriculum reform and educational research. In addition, the VSO (Voluntary Service Overseas) has been making available assistance, primarily in the form of volunteer teachers wishing to serve overseas.

During the period under review, Barbados received United Kingdom assistance mainly from the sources and in

the forms outlined above. First, the VSO has made provisions for volunteer teachers to teach mainly in the primary and secondary schools, since the early 1960s. Although the actual statistics on this type of assistance are not readily available, it would appear that approximately four or five volunteers were assigned yearly for two-year assignments. In addition, the United Kingdom has provided a small number of educational specialists--experts to: (1) provide advice in the development of technical and vocational education and the formulation of proposals and technical plans in this regard; (2) provide advisory services related to the development and implementation of local examinations; and (3) structure and teach advanced courses in the technical and vocational field. Further, capital grants were made available for a number of projects which involved the Barbados government and the University of the West Indies. Other grants went towards the sponsoring of workshops for educational administrators and teacher-training personnel, and salaries for special project consultants in teacher education and curriculum development.

But it is in the area of study abroad that Barbados has received the bulk of United Kingdom assistance. Starting in the late 1960s they have been awarding, on the average, fifteen Commonwealth Teacher Training Bursaries to Barbadians to study at universities in the United Kingdom. There is also a continuing programme which provides

annual awards for workers in the public service to attend training courses in the United Kingdom. Some limited assistance in the form of capital grants has also been made towards the construction of buildings and facilities and for educational equipment and materials. In all these cases the assistance has been grants.

Canadian educational assistance

The pattern of assistance provided by Canada over the period under review has been quite similar to that of the United Kingdom. Since the 1960s, educational assistance to Barbados has been channeled mainly through the Canadian International Development Agency (CIDA) and the Canadian University Services Overseas (CUSO) Agency. Over the years, the major form of assistance has been the provision of scholarships and fellowships. Initially these were mainly for study abroad; but in recent years, the awards to study abroad have been made in areas where local training is not available. This scheme, the Commonwealth Caribbean Assistance Programme, has made awards tenable at Canadian institutions, mainly in the areas of advanced vocational and technical training and in specialized areas of teacher training. A limited number of training awards have also been made to middle and senior level public service personnel. In addition to the number of annual fellowships and scholarships awarded, Canada ranks high among the suppliers of teaching personnel. In

Barbados these have been made available mainly through CUSO which started its Caribbean programme in 1964. Since that time five to ten volunteer teachers have been assigned annually to teach at the comprehensive and grammar schools in areas such as Mathematics, Science, and Physical Education. There have been teaching personnel assigned either through CIDA or CUSO in areas such as advanced technical and vocational training and teacher training. Over the years a small number of education experts--specialists in curriculum work, technical consultant, school architect, teacher educators--have been assigned to advise, develop, and/or implement new programs, and to provide counterpart training to Barbadian nationals who will take over operations at the end of their assignment.

Canadian assistance has not been limited to only technical assistance (scholarships and the supply of educational personnel).[1] During the 1960s, Barbados received capital grants for the construction of and furnishing of three primary schools ("Maple Leaf" schools). In addition, Canada has provided capital grants (for the construction of residences and the Law Library and for the purchasing of furniture and equipment in Canada) for the development of the Barbados campus of the University of the

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[1]See Appendix E for correspondence which summarizes CIDA's assistance over the years. Although the letter states there were 185 award winners, only the number that attended Canadian institutions are listed in the Appendix E.

West Indies. Beyond these the Canadian government has made disbursements to other international agencies and technical assistance schemes through which external resources for education have been channeled to Barbados. Here again, as has been the case of United Kingdom assistance, the resources received from Canada involved no obligations on the part of Barbados to repay, except in the case of the teacher-volunteers where they receive remuneration for their services from the Barbados government.

United States educational assistance

Direct educational assistance from the United States to Barbados since 1960 has been relatively small compared to that of the United Kingdom and Canada. The two major sources have been the United States Agency for International Development (AID), through its Education and Human Resource Development Programme and the Peace Corps. Assistance has been primarily in the form of teaching personnel, plus a few specialists in curriculum development, teacher education, educational research and special education. These have been supplied mainly by the Peace Corps. During the period under review, over 130 of these volunteers were assigned to Barbados for teaching and providing professional services in areas such as elementary science, commercial and industrial arts, physical education and curriculum development. In addition, a small number were involved in projects related to community

development and the 4H movement.

Capital assistance has been another form of aid provided by the United States. This was essentially one project which was initiated in 1962-63, to introduce the teaching of Industrial Arts in the educational programme at the secondary level. The grant made provisions for the construction of technical wings at ten schools, the supply of equipment, and ten one-year scholarships for Industrial Arts teachers tenable in the United States. Another major project in which the Unites States was involved--although in this case the contributors were Harvard University and the Ford Foundation--was the provision of a grant for the establishment of a team teaching project in 1965. The funds for this grant went towards the paying of consultants' salaries, the training of local project participants, and the purchasing of educational equipment and materials. It appears that rather than making bilateral disbursements, the United States prefers to make its major contributions to educational development through the United Nations specialized agencies and other multi-lateral international agencies.

United Nations specialized agencies

There are a number of agencies within the United Nations engaged in providing educational assistance to developing countries. Among those which have supplied assistance to Barbados or to which proposals for assistance

have been made since 1960 are: (1) The United Nations Educational, Social and Cultural Organization (UNESCO), through its assistance scheme--the Programme of Participation in Member States; (2) The United Nations Development Programme (UNDP), which has a technical assistance scheme--advisory services programme and a special fund; (3) The United Nations Children's Fund (UNICEF); (4) The United Nations/FAO World Food Programme; (5) The International Bank for Reconstruction and Development (IBRD or World Bank); (6) The World Health Organization (WHO) and its Pan American Regional Agency (PAHO); and (7) The International Labour Organization (ILO). In some cases two or more of these agencies have cooperated in the supplying of needed resources.

UNESCO

In general, the contributions of UNESCO to educational development are made through its "Programme of Participation." Through this programme, UNESCO makes funds available through the form of grants to help member states carry out projects and activities in which UNESCO is one of the major participants. The kinds of activities in which the agency is primarily concerned are areas related to teacher training, educational planning, and technical and vocational education. Barbados became a member state of the United Nations just after it achieved its independence and established, in 1969, a "four year

UNESCO-Barbados Cooperative Development Programme." This programme identified priority areas in which UNESCO would cooperate with the government. These are: "technical education, teacher training, educational technology and innovation, science teaching, applied science research, cultural development, cooperation in Caribbean-Latin American activities" (Ministry of Education Report, 1969-70). So far, UNESCO's major contributions have been mainly in the form of advisory services--the supply of two expert missions in 1969 and in 1973 to survey the educational system in Barbados and to make recommendations regarding its future development. The latter mission was the result of a cooperative effort between UNESCO and the World Bank in which expert services were provided to carry out the necessary pre-investment studies and evaluation of proposals for World Bank financing. In addition to these major missions, advisory services were provided--special consultants to assist in the development and training in areas of special education. Further, the agency made available a limited amount of funds for the development of educational technology, and it collaborated with sister agencies such as UNICEF and UNDP, primarily through the provision of funds for the development of science teaching, teacher training and curriculum reform projects. Beyond these, it has also provided over the years, a limited number of teacher-training and post-graduate training fellowships.

UNDP

The United Nations Development Programme makes assistance available for educational development from its two major schemes--The Technical Assistance Fund and the Special Fund. Its assistance has been mainly in the form of grants for the supply of expert services, fellowships and scholarships, educational equipment, and funds for training seminars, study tours and workshops. It also provides capital grants for the development and operation of training institutions, and makes available from the Special Fund, grants which go towards the financing of pre-investment activities--surveys, feasibility studies and project planning.

Since the mid-1960s, the UNDP has been a major source of assistance to Barbados, mainly in the form of a grant for the development of an Institute of Public Administration, for the training of civil servants. This grant, it was proposed, would be aid towards the paying of experts' salaries, purchase of educational equipment and materials, and the provision of training fellowships. In addition to this major contribution, the UNDP has cooperated with other agencies in the establishment of regional training centres, from which Barbados has benefited or will receive benefits. One such cooperative venture was in the area of secondary teacher training and curriculum development, in which fifteen governments in the Caribbean, together with the University of the West

Indies, participated. This project also received a significant amount of funds from UNICEF for the execution of the project. the UNDP was also a major source of capital finance, expertise and training funds for the development of the Regional Meteorological Institute in Barbados. It also has, in cooperation with WHO/PAHO, and the other major donors discussed previously, contributed significantly from its Special Fund Programme for the development of a Regional Allied Health Training project. In this regard, it has provided funds for the formulation of this project, salaries for consultants, and proposes to provide further support in the form of fellowships and assistance for the erection of new buildings and training facilities.

Other U.N. agencies

Among the other United Nations agencies from which Barbados has received or made proposals for educational assistance is the Food and Agricultural Organization (FAO) World Food Programme. This agency works closely with UNESCO towards health improvement and consequently the improvement of the students' learning ability. To accomplish this, the agency provides food and technical advice to developing countries. In the case of Barbados the agency has been involved since 1961 in the provision of capital grants in the form of food for the school meals project, and in providing advisory services--experts in nutrition to help the country establish and further develop its nutrition

education programme in the schools. The International Labour Organization is another United Nations agency which has recently been the source of assistance to Barbados. Generally, this organization provides assistance mainly in the form of training fellowships and the supply of expert services in areas such as manpower planning, vocational guidance and labour statistics. In addition it makes contributions to the development of worker-training institutions. In the case of Barbados it is in this area that it has made its major contribution, mainly through the provision of the services of a labour education expert and a limited amount of funds for educational equipment.

The World Bank (IBRD) is another source of educational assistance from which aid may be obtained, mainly in the form of capital loans and to a limited degree, technical assistance primarily for project preparation and feasibility studies. One of the major functions of the Bank is to make loans and credits available for the financing of school construction and to cover the costs of equipment and the necessary technical assistance. In the case of Barbados, the Bank may presently be considered as a potential source. Applications for a loan have been made to the Bank. This was followed by a pre-investment study carried out by a UNESCO mission in cooperation with the Bank. At this juncture decisions by the Bank regarding the loan are still pending. If the decisions are made in favour of Barbados, then these funds

would be used primarily for the constructing and equipping of new secondary schools; they would also cover the capital costs for further development of the vocational technical programmes and would provide for expert services and fellowships for the training of educational administrators.

The Inter-American Development Bank

The Inter-American Development Bank (IADB) is a regional Latin American financial agency which has as one of its major functions the provision of financial and technical assistance for the purposes of educational development in the region. This agency makes capital loans available to the educational sector, primarily in areas related to advanced vocational and technical training, curriculum and administrative reforms, educational research, and student aid (loan) programmes. In addition, it provides through its technical cooperation programme, non-reimbursable grants, mainly to assist in the identification, formulation and detailed technical planning of major projects. So far, Barbados has received from this agency capital loans to cover the costs of construction of the new Community College and to purchase equipment and materials. Further it has received non-reimbursable funds for the establishment of a unit within the Ministry of Finance, which will provide, among other things, in-service training for public servants in areas of project preparation and execution. The agency has also provided a

grant from its Technical Cooperation Fund to assist the Barbados government in preparing technical plans and supporting studies for the construction of the new Polytechnic. In addition, agreement has been reached between the Bank and the Barbados government for the development of a student aid scheme--the Students Revolving Loan Plan--for which the Bank has agreed to provide a significant share of the required amount in the form of a loan.

The Organization of American States

The Organization of American States (OAS) is another regional institution in Latin America which provides educational aid to Barbados, through its Inter-American Council for Education, Science and Culture, and a number of other schemes such as the Integrated Technical Cooperation Projects, and the National Technical Cooperation Programme. The two main forms of aid supplied by this agency are advisory services and fellowships. These are mainly fellowships granted at the post-graduate level. In addition it provides training courses of shorter duration organized for specific purposes.[2] The major educational areas in which it provides assistance are teacher-training, curriculum reform, technical, vocational and adult education, and the preparation of teaching materials.

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[2]See Appendix F for a list of awards and costs per year to the OAS.

In 1967 Barbados applied for and received membershp in the Organization. Since then the OAS has become a major source of technical assistance--advisory services, including an expert in youth programmes and handicrafts, and an educational statistics expert. In addition it has provided a number of fellowships for study abroad, and has recently become involved in the further development of teacher education in the island. In this regard, the OAS has provided equipment and facilities for science teacher training and in-service training in Barbados. Plans are also in the making for support in terms of capital and equipment for the development of language teaching facilities, and it is expected that these will be implemented in the near future.

Other sources of assistance

There are a number of other national and international educational assistance schemes and programmes from which Barbados received assistance over the period under review. Among the major ones, have been the Federal Republic of Germany which has provided advisory and teaching personnel in the area of vocational-technical education. The Danish International Development Agency (DANIDA) has also made some assistance in the form of a grant for the purchasing of equipment for the workers' college. Beyond this, Barbados has been able to receive

assistance through such scholarship and fellowship schemes as the Commonwealth Scholarship and Fellowship Plan and the Commonwealth Fund for Technical Cooperation. These are mainly schemes supported by the contributions of Commonwealth countries, including Barbados, and designed to provide training in other Commwealth and/or other developing countries.

In Figure 1 an attempt is made to illustrate the sources and major components of educational assistance Barbados received since 1960. It is pertinent to note here that the assistance received in the majority of cases is essentially a mixed package. What the figure therefore attempts to portray is the major aid components included from each of the sources described in this section. It is time now to turn to an examination of how this assistance has been allocated and for what purposes.

Allocation of External Assistance

Primary education

As was stated in the earlier sections, since 1960, the two major priorities of the government regarding primary education were related to quantitative and qualitative improvements. As regards the first, there was a need to expand schooling at this level--to provide more facilities and accommodation so that all primary school age students could be accommodated. To accomplish this required a large allocation of capital resources which went

Major Sources	Capital Loans	Capital Grants	Adviser[1] Personnel	Teacher Personnel	Teacher Educators	Scholarships & Fellowships	Institution[2] Building
U.K.		X	X	X	X	X	X
Canada		X	X	X	X	X	X
U.S.		X		X	X	X	X
UNESCO			X				X
UNDP		X	X				X
FAO/WFP		X[3]	X				
ILO			X				
IBRD	X[4]						
OAS		X				X	X
IADB	X						X
Other[5]			X	X		X	X

Fig. 1. Sources and major components of educational assistance--1960-75.

Source: Compiled by the author from interviews and Ministry of Education Reports, 1969-72.

[1]May also be responsible for operation of programs.

[2]Project funds to meet costs of buildings, equipment and personnel, training, etc.

[3]Food supplies.

[4]In the process of negotiation.

[5]Includes various scholarship schemes, and other countries.

towards the building and equipping of new schools and for extensions and renovations to existing ones. In the main, these capital expenditures were financed from local resources. There has been, in fact, only one instance throughout the period under review that external capital resources were allocated to the expansion of facilities at the primary level. This was in the 1960s when the Canadian government provided a capital grant in the form of three prefabricated school buildings. Thus it is a significant accomplishment that Barbados has been able to develop primary education to the stage where places are available to virtually 100 percent of the primary school age population; and that they have been able to accomplish this with a minimum of external financing.

The situation was not quite the same in the case of improving quality education at the primary level. There was a need to re-shape existing programs, introduce new teaching methods and to generally re-orient primary school education to the economic and social changes that were occurring. These required and received a significant increase in local financial and human resources. But as Figure 2 shows, it was also necessary for the government to make use of the external assistance that was available. The assistance received to carry out the planned reforms was mainly in the form of teaching personnel. As there was a shortage of locally trained teachers, particularly in programmes which were being introduced or further

Form of Assistance	Sources	Functions/Purposes
Capital Grant	CIDA	To assist in the expansion of facilities and accomodation
Grant	Ford Foundation	Experimental team teaching project: to develop new methods of providing instruction; to improve teaching-learning process
Grant	FAO/WFP	To improve nutrition habits thereby improving learning ability
Grant	UNICEF	To develop science education and to improve the teaching of science
Teacher Personnel	CUSO, VSO, Peace Corps	To supplement needed teaching skills in technical subject areas
Adviser	FAO	To assist the development and implementation of nutrition education program

Fig. 2. Assistance allocated to primary education by sources and functions.

Source: Compiled by the author from interviews and Ministry of Education Reports, 1969-72.

developed--Science, Mathematics--use was made of volunteer teachers supplied by the Canadian CUSO, the United Kingdom VSO and the United States Peace Corps. Except in the case of the United States Peace Corps, these volunteers are paid by the Barbados government at a rate equivalent to that of local teachers at their level. The United States government pays the salaries of its volunteers.

There was also the expressed need of the Ministry of Education to introduce new methods of organizing the instructional programme and for the development of useful strategies which would enhance and improve the teaching-learning process at the primary level. Thus in 1965 a team teaching experimental project was introduced with external financial and personnel support supplied by the United States Ford Foundation and Harvard University. The total value of the grant was over $290,000 (U.S.) which went towards salaries for expatriate consultants, local staff, buildings and materials and training in the United States and in Barbados. Beyond this, primary level education in Barbados was able to benefit from a grant made by UNICEF for science education development in the Caribbean. This went towards the purchase of science equipment and materials for over seventy primary schools in Barbados. Another major source of external assistance to the primary level education was the FAO/World Food Programme. Since 1961, Barbados has been receiving capital grants in the form of food supplies to supplement its

programme of "hot lunches" for primary age students. In addition, FAO has provided an expert in nutrition education to assist in the development and implementation of the nutrition education programme.

Secondary education

The allocation of external resources at the secondary level, as Figure 3 shows, follows a similar pattern to that at the primary level. Indeed, the priority concerns at both levels and the plans for their implementation have been the same. That is, at the secondary level there was a need for continued expansion in accommodation in order to meet the rising demand for school places. The second major concern was the need to improve the quality of education. This required a more diversified educational programme which would include the introduction of a well planned technical-vocational programme of training for secondary school students.

To accomplish the latter, the government made use of advisers and experts in technical education provided by the United Kingdom. These consultants were obtained specifically for the planning and further development of vocational education in the comprehensive secondary schools. Moreover, the United Kingdom supplied a limited amount of educational equipment and materials to be used in these schools. The United States Agency for International Development (AID) was also a source of major

Form of Assistance	Sources	Functions/Purposes
Adviser	U.K.	To plan the vocational-technical program
Grant	U.K.	To provide needed educational equipment and materials
Capital Grant	U.S. Aid	To introduce industrial arts program
Grant	UNDP/UNICEF	To develop curriculum and teaching materials and secondary teacher training in the region
Team of Experts	UNESCO/IBRD	To make recommendation regarding potential projects which might be financed by the World Bank
Capital Loan (decision pending)	World Bank (IBRD)	To finance the construction and further development of comprehensive schools

Fig. 3. Assistance allocated to secondary education by sources and functions.

Source: Compiled by the author from interviews and Ministry of Education Reports, 1969-72.

assistance to secondary education. In the early 1960s, a capital grant was made to Barbados for the purpose of introducing an Industrial Arts programme in the comprehensive and government secondary schools. This grant was made towards the construction of ten technical wings to each school, for needed technical equipment and materials, and for the training of Industrial Arts teachers in the United States (one-year scholarships). Overall, approximately $240,000 (U.S.) was contributed towards this development. In addition, there was a need for trained teachers in special technical/vocational areas while local teacher personnel were being trained. To help overcome this scarcity, use was made of volunteer teachers supplied by VSO, CUSO and the Peace Corps. These were assigned primarily to the comprehensive schools to teach in areas related to Science education and Industrial Arts.

Secondary level education was also to benefit from grants of over $1,000,000 provided by the United Nations Development Programme, and $500,000 (U.S.) supplied by UNICEF; to cover the costs of a Commonwealth Caribbean Junior Secondary Teacher Training and Curriculum Development project. The activities involved in the project consisted of the development of curricula and teaching materials and the organizing of pre-service and in-service teacher training. Further, a part of the funds went towards the provision of specialists in Language Arts and Curriculum Development.

With regard to the allocation of external capital assistance at this level, the Barbados government made applications to the World Bank (IBRD) for a loan for the construction of six new comprehensive schools. In response, the Bank commissioned a UNESCO mission to carry out a pre-investment study; that is, the team of experts were given the responsibility to survey the educational system and to make recommendations to the Bank regarding possible areas where Bank financing was feasible. The report of the mission was submitted in 1973 recommending among other things the Bank's financing of a number of comprehensive schools. However, the decision of the Bank is still pending. Other than this possibility, secondary education has received no major external capital assistance for its programme of expansion.

Tertiary education

Among the priority aims for further development of tertiary education, were the improvement of accommodation and facilities, and upgrading the level of technical and vocational training. Moreover, it was the government's intention to broaden the scope of training activities so that manpower training opportunities would be made more available in areas which were considered critical to the social and economic development of the country. One of the ways in which the government sought to accomplish its aims was to allocate a significant share of the educational

budget towards the construction of new buildings. It was also for this specific purpose that a large amount of external assistance, as shown in Figure 4, was allocated.

The Polytechnic is a case in point in which large capital expenditures were planned and which would require major capital assistance from outside. Formerly the Polytechnic programs were offered in temporary quarters. The government has since decided that this trades-training centre should be located in permanent quarters. This major project is estimated to cost about $6,000,000 (Barbados) and it is expected that the Inter-American Development Bank (IABD) will contribute approximately $4,000,000 (Barbados) in the form of a loan. The decision regarding this loan is still pending. But in the meantime, the Bank has provided a grant (non-reimbursable technical assistance) to cover the costs of the services of a consultant firm for the purposes of carrying out the necessary pre-investment studies, surveys, technical and architectural plans.

In addition to the Polytechnic, the Community College has received, or it is planned to receive external capital assistance for the construction of new facilities. The IADB is again the major source of this type of assistance. Work has already started for the development of a multi-campus institution which it is estimated will cost about $8,000,000 (Barbados). An agreement has been reached between the government and the Bank for a soft

Major Sources	Form of Assistance	Areas and Functions
U.K.	Grant	Community College development
	Advisory personnel	Community College, program planning
	Advisory personnel	Polytechnic, program planning
	Teacher personnel	Community College, technical instruction
	Capital grant	Regional Health Personnel Training Centre
	Capital grant	University development, Barbados campus
Canada (CIDA and CUSO)	Advisory personnel	Hotel School, management and training
	Advisory personnel	Community College, program planning
	Teacher personnel	Community College, technical institution
	Teacher personnel	Polytechnic, technical instruction
	Scholarships	Advanced technical and post-graduate training
	Capital grants	University development, construction costs
	Grants	University development, capital, staff development, training
	Capital grants	Regional Health Personnel Training Centre

Fig. 4. Assistance allocated to tertiary education by sources and functions

Fig. 4. Continued

Major Sources	Form of Assistance	Areas and Functions
IADB	Capital loan	Community College development
	Capital loan (decision pending)	Polytechnic development
	Loan	University education, student loan fund
	Grant	Polytechnic, pre-investment studies
	Grant	Student Loan Fund, pre-investment study
UNDP	Grant	Community College, Health Services Division
	Grant	Civil Service Training Centre, operational and training costs
	Grant	Meteorological Institute (Regional), training and research costs
	Advisory personnel	Cooperative Movement, leadership training
UNDP/UNICEF PAHO/WHO	Grant	Health personnel training (regional), expert services, operational and training costs
OAS	Grant	Language training project, equipment, materials
	Scholarships/ Fellowships	Advanced level and post-graduate training

Fig. 4. Continued

Major Sources	Form of Assistance	Areas and Functions
West Germany	Advisory personnel	Polytechnic, program planning
	Teacher personnel	Polytechnic, technical instruction
	Teacher personnel	Community College, technical instruction
U.S. Peace Corps	Teacher personnel	Polytechnic, technical instruction
ILO/DANIDA	Advisory personnel	Labour College, program planning
	Grant	Labour College, equipment costs
Commonwealth Fund for Technical Cooperation	Advisory personnel	Handicraft Centre, program planning
	Scholarships and Fellowships	Public Service training, post-graduate training in developing countries
Commonwealth Scholarship and Fellow-Ship Plan	Scholarships and Fellowships	Professional and post-graduate training, tenable in Commonwealth countries

Source: Compiled by the author from interviews and Ministry of Education Reports, 1969-72.

loan[3] of $5,600,000 (Barbados), which the government will fully repay in thirty-five years at an interest rate of 1¼ percent per annum. Beyond this major capital assistance, the College has received grants from the United Kingdom which amount to about $440,000 (Barbados), to assist in, among other things, the provision of necessary technical equipment and teaching materials. It is also planned that the College will receive capital grants from the United Nations Development Programme because of its planned participation in a regional project for the training of allied health personnel in the Caribbean region.

There have been, of course, a number of other regional projects involving Barbados and for which capital assistance has been received. The development of the Barbados Campus of the University of the West Indies, for example, received a significant amount of external capital. The United Kingdom provided in the form of a grant about $600,000 (Barbados) during the early 1960s when the campus was first established. Later it contributed about $250,000 towards the construction of the permanent campus and the development of the Law Library and Biology block. The Canadian International Development Agency (CIDA) has also made a major contribution in the form of capital grants for the construction of the campus. Between 1966 and 1971 it contributed $1,000,000 for university development, one-third

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[3]These are loans with low interest rates as well as a long period for repayment of the principal.

of which was earmarked for capital expenditure.

In the case of the regional project for allied health personnel training, CIDA, along with the United Kingdom, UNDP, UNICEF and PAHO/WHO have agreed to provide, in addition to their contributions towards operational and training costs, capital grants for the development of the regional training centres, one of which is located in Barbados. Another regional project which has received external capital assistance has been the Meteorological Institute located in Barbados. The UNDP has been the major contributor to this project. It has supplied over $1,000,000 (U.S.), a significant share of which was allocated for construction and equipment costs.

In addition to improving and building new facilities, the government sought to upgrade and broaden the scope of technical-vocational training at the tertiary level. There was a need for restructuring existing programs and for introducing new ones; similarly the need existed for qualified technical personnel to help organize and operate the programs. Moreover, programs of this nature required expensive teaching equipment and materials. It was therefore mainly in these areas that various forms of assistance were allocated at the tertiary level. For example, in the area of program planning for vocational education, both the Polytechnic and the Community College were supplied with advisory personnel from the United Kingdom, CIDA, the Federal Republic of Germany and the

United States Peace Corps. In some cases these personnel combined their roles as advisers and teachers of technical courses. In addition, teacher personnel from these same sources and CUSO were acquired over the years to fill the technical staffing needs of the Polytechnic, the Community College, and to a lesser extent, the Hotel School and the University of the West Indies.

With regard to the allocation of grants for the purchase of educational equipment and materials, virtually all tertiary institutions received some allotment during the period under review. It was noted earlier that the United Kingdom was a major source from which the Community College and the University received this type of assistance. The University also received this type of assistance from CIDA and the OAS. Similarly, other training institutions, namely, the Labour College and the Meteorological Institute were in receipt of grants for purchase of equipment from the Danish International Development Agency (DANIDA) and the UNDP respectively.

Further, these and other similar training projects were allotted advisory personnel, who not only provided advisory services, but also performed operational and training duties. The UNDP, for example, was the source of such assistance to the Civil Service training centre and for its proposed development as an Institute of Public Administration. The Meteorological Institute was allotted similar assistance from the UNDP. This agency was also the

source of similar personnel which has assisted the further development of the Cooperative Movement and its leadership training program. In the case of the Labour College, the ILO was the source of this particular type of assistance.

The government also sought to extend the opportunities for professional and advanced level training, particularly in areas such as Medicine, Agricultural Engineering and Management studies. Because many of these training programmes were not available locally, use was made of a number of the fellowships and scholarship schemes for study abroad supplied by the various external agencies. As Table 7 indicates the major external sources were the U.K., Canada and the Commonwealth Scholarship and Fellowship plan. In recent years, the OAS and the Commonwealth Fund for Technical Cooperation have been making such assistance available, particularly to those Barbadians desiring to pursue post-graduate studies.

Another way in which the government is seeking to extend higher educational opportunities is through its Student Revolving Loan Fund--a fund recently established to encourage students not in receipt of awards, to finance their own education. Initially, a fund of $5 million was made available, of which the IADB provided $3 million in the form of a loan.

Administration

In the area of administrative developments, the

TABLE 7

LOCAL AND EXTERNAL TRAINING AWARDS*--1970-73

Sponsoring Country/Agency	Number of Awards			
	1970-71	1971-72	1972-73	1970-73
Local awards:				
Barbados Scholarships and Exhibitions	9	9	8	26
Barbados Bursaries	18	20	20	58
Barbados Training Scheme Fund	. . .	18	15	33
National Development Scholarships	. . .	23	6	29
United Kingdom Combined Schemes	18	21	25	64
Canada (Commonwealth Caribbean Assistance Programme)	10	11	15	36
Commonwealth Scholarship and Fellowship Plan (post-graduate)	6	1	2	9
Other (U.N. Agencies and other countries and agencies)	2	20	10	32
Totals	63	123	101	287

Source: Compiled by the author from figures available in Ministry of Education Reports, 1970-72 and Barbados Government Training Reports, 1970-73.

*Training programs of one or more years.

overwhelming share of external allocations went towards the improvement of teacher qualifications and the development of local teacher-training facilities. To a lesser extent some assistance went towards curriculum development, research and planning in education. As Figure 5 shows, the United Kingdom and Canada were the major sources of scholarships for teacher training overseas. They were also, in addition to the OAS and UNDP, the major suppliers of grants for the development of teacher-training facilities and local teacher-training programmes. The OAS, for example, has provided a grant of $90,000 for the local training of science teachers; it has also provided a grant for the development of language teacher-training. With regard to the supply of external personnel such as teacher educators, the United Kingdom, CIDA, and the Peace Corps, have been the main suppliers. There were also, during this period, a number of regional curriculum development and teacher training projects which were organized by the University of the West Indies in conjunction with the Ministry of Education. These projects received assistance in the form of advisory personnel, project consultants and teacher-trainers. Once again the sources indicated above, together with the United States AID in the mid-1960s, were the main suppliers of this type of assistance.

In the area of educational planning and research, the main assistance provided has been in the form of the two UNESCO missions discussed earlier. The first Mission

Major Sources	Form of Assistance	Areas and Functions
U.K.	Scholarships and Fellowships	Teacher training, specialized
	Advisory personnel/ teacher educators	Teacher training and curriculum development
Canada (CIDA)	Scholarships	Teacher training, technical areas
	Teacher educators	Teacher training, specialized areas
	Advisory personnel	Curriculum development
U.S. AID and Peace Corps	Advisory personnel/ teacher educators	Teacher training and curriculum development
UNESCO	Mission-advisors	Policy and planning recommendations
UNESCO, UNDP, UNICEF	Grant	Teacher training and curriculum development (regional)
UNDP	Advisory personnel	Curriculum development, Language Arts
OAS	Grant	Teacher training, Language teaching facilities
	Grant	Teacher training, Science teaching facilities
	Advisory personnel	Research, educational statistics

Fig. 5. Assistance allocated to administration and staffing

Source: Compiled by the author from interviews and Ministry of Education Reports, 1969-72.

was invited by the Barbados government to assist in a survey of the educational system and to make planning proposals for future developments. The second Mission resulted from an application for a loan from the World Bank (IBRD) to meet the costs of the construction of a number of comprehensive schools. As part of the Bank's policies to carry out pre-investment studies, a UNESCO Mission was appointed to carry out another survey and to make recommendations for possible projects which the Bank might finance.

Summary Analysis

The focus of the discussion in this chapter has been on how resources (financial and human) were allocated at the various educational levels and areas, and on the purposes for which they were allocated. It was noted that during the period under review, capital and recurrent expenditure had increased dramatically. Whereas government spending in education was 4 percent of the national income in the early 1960s, it doubled to about 8 percent of the 1974 national income. The major reasons, it was pointed out, were related to the perceived need for improvement of education at all levels, both in terms of quantity and quality.

Significant increases in capital spending were made for construction of new facilities and for purchase of educational equipment. These were financed mainly from

local resources at the primary and secondary levels. However it was in the pursuit of improving the quality of education at these two levels that external assistance--primarily in the form of expatriate teacher personnel and scholarships for teacher training--was utilized.

Resources allocated at the tertiary level followed a different pattern. For the major capital projects (accomplished or planned) greater use was made of capital grants and loans from the various external agencies. In addition, the government was able to tap these sources for a number of much needed advisory and teaching personnel to serve in critical areas where there were no trained local personnel available, or where in some cases they were being trained. From the information provided, it would appear that tertiary level education was the main beneficiary (qualitative rather than quantitative) of external assistance, particularly in terms of strategic importance. That is, in most cases, the assistance received, was a combination of financial, human and material resources, together with scholarships for local or overseas training. All of this was necessary for the development of local training institutions. With regard to the allocation of external resources for the planning and administration of educational policies, the allotments, although perhaps limited, made a significant impact on these areas. The most noteworthy evidence has been the movement towards long-range educational planning and a more

rational approach in the area of curriculum development.

It appears, therefore, that on the basis of the information provided, a pattern of resource allocation had emerged which was consistent with the educational priorities of the government, and at the same time reflected a realistic appraisal of the available local financial and human resources. The external resources which were then requested and allocated would, therefore, seem to have been timely and necessary if planned developments were to occur.[4] The next logical question which must be raised at this point is what contributions have these external resources made to the local efforts? This will be the focus of the discussions in the next chapter.

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[4]It must be remembered that this study examined the allocation of external assistance primarily from the perspective of the receiving country. A different picture might well emerge if the situation were examined from the donor perspective.

CHAPTER VI

EXTERNAL ASSISTANCE CONTRIBUTION TO EDUCATIONAL DEVELOPMENTS

The purpose of this chapter is to analyse the opinions and judgements offered by knowledgeable Barbadians and other individuals involved in the development process, about the overall contribution of external educational assistance to the educational system. As was indicated in Chapter III, the views which were solicited for this study were obtained on the promise that the respondents would remain anonymous. The criteria which were also outlined in that chapter will provide the theoretical framework for the analysis of the judgements made about external aid contribution to the development efforts which occurred during the period under review.

Clarity and Consistency of Assistance Objectives

The criterion--clarity and consistency in the purposes for which assistance was allocated, seeks to establish two sets of judgements. These are: (1) how clearly formulated, and how specific were the purposes for which assistance has been received; and (2) were these objectives consistent with local defined priorities for

educational development? The importance of this criterion as one measure of the contribution of external assistance cannot be overstated. Most donor agencies make explicit the educational priority areas for which they are willing to provide assistance. Similarly, the desired outcomes for which they grant assistance may not necessarily be in harmony with those of the country requesting the assistance. Thus if a country accepts a particular form of assistance which is not consistent with its development goals, there is the possibility that the assistance received may inhibit rather than promote its educational development. Favourable answers to this criterion, therefore, are essential if the assistance provided is to have made a positive contribution to the planning and implementation of educational development activities in Barbados.

With regard to this aspect of assistance, most of those interviewed expressed favourable opinions. There was general agreement that indeed the purposes for which the aid was requested and received were clearly formulated and specific; and that each major form of assistance received was in response to a need which was defined and articulated by local officials. They also felt that in general the assistance received has been in harmony with their educational development priorities and external resource needs of the time. The case of the team-teaching experimental project lends validity to this shared

judgement.[1] It illustrates clarity in the objectives formulated and strong compatibility of interests and priorities of both donor and local educational officials.

The expected outcomes of the project were stated as follows:

> 1. More effective use of skilled teachers;
> 2. more opportunities for the in-service training of inexperienced teachers;
> 3. more careful preparation of lessons by teachers;
> 4. constant evaluation of the teaching effort by team members resulting in improved instruction;
> 5. stress on individualization of instruction through more refined grouping practices, and a reduction of rote learning;
> 6. a higher level of supervision of Headteachers. (Team-Teaching Project Report, p. 118)

These stated goals are all related to reforms which had been planned for implementation during the period under review. They were, in effect, among the priority areas for much needed reforms determined by local officials.

In terms of the compatibility of interests between the participating groups--the Barbados Ministry of Education, the Ford Foundation and Harvard University and the University of the West Indies--these interests, as stated in the project proposal also tend to confirm the judgements of the respondents. The report states:

> The Barbados Ministry of Education was interested in Team-Teaching as a method of organizing the instructional programme so as to provide in-service training for inexperienced teachers, to make the best use of the talents, strengths and skills of each teacher, to improve the quality of instruction for

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[1] The issues raised about the appropriateness of this innovation to the local conditions are discussed in Chapter VII.

> pupils by refined grouping procedures which would allow for individual differences among pupils.
>
> The Ford Foundation and the Harvard University Centre for Studies in Education and Development were interested in the conditions under which team teaching was likely to succeed in developing countries and how best it might be introduced and spread through an educational system.
>
> The interest of the University of the West Indies Institute of Education was in the Study of team teaching as an organizational plan for achieving maximum utilization of teachers' strengths, for providing in-service training for teachers and for improving attainment and attitudes among pupils. (Team Teaching Project Report, p. i)

If, as respondents generally agree, the aims for which the financial and technical assistance received were clearly formulated and consistent with local goals for development, this has been due mainly to the informal negotiations which took place prior to making formal requests for assistance. Indeed, for certain major forms of assistance such as loans from the World Bank or the Inter-American Development Bank, these agencies encourage informal consultations to be carried out before making a formal request. In cases where the assistance does not require extensive pre-investment planning, one official stressed the importance of making informal requests. He revealed that

> . . . it has been my philosophy not to apply for something until you know you are going to get it . . . If I attend an international conference, I seek out those people in the know--to find out where the money is, how they spend it, and what possibilities we may have if we apply . . . In most cases they usually offer something after we have discussed our needs and our plans. Once the offer is made, then we go through the formalities.

These informal negotiations, respondents agree,

have helped to ensure that there is consistency in the aims Ministry officials want to achieve, and the activities which donor agencies want to support. But as one official observed: "It can be a tricky situation--because we are aware that some agencies could try to move us into some area which we might not consider to be a priority."[2] No evidence has been offered that this has in fact occurred. That is, that Ministry of Education officials have had to adjust their priorities to be consistent with those of donors. But two cases were offered where attempts were resisted by local officials. One case had to do with the Federal Republic of Germany assistance for technical vocational education, where requests were made for advisory/teacher personnel in technical education and to which the German officials were willing to offer a much more elaborate form of assistance--equipment, advisory and teacher personnel which respondents contend would mean the development of the technical/vocational sector patterned on the German system.

The second case is one alluded to in an earlier chapter where the government requested a loan from the World Bank for the building of six comprehensive secondary schools. As one official described the situation:

This was in 1973 when we made the request . . . A

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[2]This is an area which the writer had planned to investigate but which had to be abandoned because Ministry of Education officials refused requests to examine correspondence between the Ministry and donor agencies.

> UNESCO team was commissioned to conduct a survey of the educational system and to make recommendations regarding priorities for expansion to be financed by the Bank . . . The report recommended that the Bank could finance three new comprehensive schools. But some time between the initial request and the end of the survey, it seems as though the priorities for World Bank financing switched to Agriculture and Tourism. This has been hinted at during a number of occasions at meetings with World Bank officials . . . If we would develop our need for secondary schools within the framework of agricultural or tourism education, then the prospects of their financing it would be greater. But we can't do that, we know what we want.

Notwithstanding these two instances where local officials have been forced to resist attempts to move in directions other than those which they had determined for themselves, a favourable judgement can be made in regard to this aspect of assistance. In so far as the assistance requested and received was allocated to well-defined and specified needs, and to the extent that it was consistent with the goals of development determined by Barbadian officials, the assistance can be considered a positive contributing factor to the development efforts of the country.

Facility in the Procedures for Requesting and Receiving Assistance

One way of estimating the contribution of assistance to the developments which have occurred was to ask respondents to make judgements about the procedures and administrative mechanisms involved in requesting assistance, and what effect these have had on the implementation of the plans for development. The importance of this aspect of

the external assistance process is perhaps too obvious, but it must be stressed, as all respondents agree, that the effective implementation of planned reforms is strongly related to the facility with which the assistance can be requested, negotiated and allocated.

There was general agreement among respondents that as far as the request for teacher and advisory personnel was concerned, the procedural requirements and the processing of the applications have normally been conducted with few complications and with a minimum of delay. Each of the donor agencies from which this kind of assistance was supplied--the Peace Corps, CUSO and VSO--has its own procedures for requesting and providing this form of assistance. The Peace Corps, for example, which has been able to fill about 80 percent of its requests over the period under review, requires about nine months between the time the request is made and the date when the individual is required to start work. The procedures include informal discussions between Ministry of Education officials and regional Peace Corps representatives concerning the types of personnel needed, and whether these can be provided by the agency. Once these consultations are completed, Peace Corps Volunteer Request Forms are completed by the Ministry of Education officials and forwarded to the Ministry of Finance and Planning for approval.

The types of information normally required by the

agency fall under the following categories: (a) job description; (b) desired qualifications and experience; (c) relationship of job request to the development needs and priorities of Barbados; (d) objectives of the programme or project and activities in which the individual will be involved; (e) expected role and organizational level; (f) general description of the work environment. The regional Peace Corps representative then passes this on to the Washington Headquarters where the recruitment takes place. The person recruited is given an orientation and provided with some training, if necessary, on arrival in Barbados. For such forms of assistance the procedural requirements are at a minimum and despite the time needed for recruitment, it has been judged to be very satisfactory.

As regards the procedural requirements for applications for assistance in the form of scholarships and fellowships for study abroad, the judgements of respondents were generally favourable. The majority of the awards received are from on-going schemes with standardized procedures for making requests. Whatever obstacles or complications arise have been due mainly to delays in finding institutions abroad which will accept potential candidates. In making the application, certain basic information is required. These include specifications about the purpose of the education or training requested; type and length of programme envisaged, and other pertinent personal background information to enable the

request to be evaluated. The procedures, which are quite minimal, involve channeling the applications through the Ministry of Finance and Planning for their approval, they are then passed on to the appropriate reqional offices and then to the agency headquarters responsible for a search of institutions willing to grant admittance. These limited procedural requirements, and the ability of donors to provide the needed personnel with relative dispatch have helped considerably in the implementation of planned developments.

In the case where requests are made for loans and grants, the opinions given regarding facility of procedures are not so favourable. Respondents largely agreed that this is the area where changes need to be made if such assistance is to make a positive contribution to the local efforts. They generally achnowledge that donors have to work within the guidelines set by their governing bodies, which require certain procedural tasks and information necessary for sound assessment of the country's request. But, they also see a need for these donors to re-examine their procedures and guidelines in order that the process can be speeded up and the financial costs and work loads minimized.

All donors have their own procedural requirements but they generally follow a plan similar to that of the Inter-American Development Bank. Basically, the stages involved are:

1. the Ministry of Education makes the request which outlines the proposed project and activities, and submits it to the Ministry of Finance and Planning which then forwards it to the Bank;

2. the Bank then sends an Analysis Mission composed of various specialists to Barbados;

3. the mission consults with government authorities, conducts surveys on economic, socio-political and legal aspects and develops a program for possible Bank financing;

4. the program is submitted to the committees responsible for approving the loan;

5. if successful, a draft of a loan contract is sent to be considered and approved by Barbados officials;

6. it is then returned to the Bank for approval by a Board of Executive Directors of the Bank;

7. finally the contract is signed by officials of the Bank and the Barbados government.

"The time it takes between making the initial request and the actual disbursement of funds," one official complained, "may take as long as three years."

There is also the problem of providing the amount and kinds of information required by the donor agencies. First, criticisms are expressed about the difficulty in adapting the requirements of donors to the local scene. That is, the information which donors provide about procedures for requesting assistance have been felt to be

inadequate, and at times inappropriate to the Barbados situation. One official who has actually participated in making assistance requests states, "We have to be versed in the criteria and methodologies of the potential agencies if we are going to be successful." This official notes that the request for assistance must be framed in the context of a national development plan. This includes an analysis of existing educational policies, how the proposed program fits into the priorities of the educational sector, and how it will affect the economy as a whole. This information, the official insists, "requires too much duplication and unnecessary detail."

To illustrate, it was noted that the United Nations specialized agencies provide a manual which includes detailed specifications on how a project document must be prepared. "It is so detailed," the official noted, "that they even have specifications as to what letters should be in capitals and what others should be in lower captions for the title of the project." Generally, the kind of detailed information required is outlined under the following categories:

1. Background and supporting information. The background information supporting any requests for major assistance must include: (a) justification for the project, (b) institutional framework, (c) provisions for governmental follow-up after the project is completed, (d) other related activities (this may include the identification of other

agencies and institutions which will be involved in the project, and (e) some indication as to whether future agency assistance is envisaged in the same area.

2. Objectives of the project. The long and short term objectives of the project must be stated, as well as the investment potential--regardless of whether it is an educational project.

3. Work plan. The work plan information must include details of the activities to be carried out, and where and when such activities will start and conclude.

4. Description of external agency input. In the description of the external agency input, the information required must include: (a) the number of international staff that will be needed--in what capacity and for how long, (b) what provisions are made for sub-contractural services--for example, for special buildings and special equipment, (c) what are the training provisions, that is, what are the estimated costs for fellowships and costs for international training staff?

5. Description of expected supplies and equipment. The information required under this category must include: (a) the price of the supplies and equipemnt and the cost of delivery, (b) the expected date of delivery, and (c) whether the supplies are expendable or non-expendable.

6. Description of local inputs. In describing the local inputs, the information required will include: (a) prerequisite government activities, that is, whether

legislation will be necessary, (b) assignment of local staff, (c) what the Barbados government will provide in terms of supplies and equipment.

7. Budget. The information required in this regard includes: (a) the external agency's contribution in cash under the categories--Personnel, Training, Equipment and Miscellaneous; (b) Barbados government contributions in cash under the same categories.

After all this information is provided, the document may have to be revised if the agency considers the project too costly. Even after all this, the project may still not be approved. Such rigid requirements have lead one respondent to complain:

> The red tape involved; the procedure so tedious and so laborious, the tremendously long gestation period, that you could forgive any government that gives up in the process . . . One could suggest in a cynical way that this is what the agency wants. What with money so scarce and not enough to go around.

It would be, of course, difficult to substantiate this particular judgement, but one thing can be said about the required procedures for requesting and receiving assistance, the procedures involved need to be less onerous if the assistance is to make a maximum contribution to the development efforts.

Adequacy of Loans and Grants

The importance of the criterion--adequacy of loans and grants--as a measure of the contributions of external assistance to educational developments in Barbados

may best be understood in terms of whether the supply of loans and grants meet the external resource needs for capital financing of schools and the development of new training institutions. Capital assistance, for example, whether in the form of loans or grants, has become increasingly crucial to the implementation of development plans. As was stated earlier, before the country achieved its independence, the building of new schools was financed mainly from local resources. Since then, external financial assistance for this purpose has assumed a much larger importance within the total educational expenditures of the country. Apart from the requests made to the World Bank for the capital financing of secondary comprehensive schools, and which some respondents feel may not be forthcoming, the overall judgement regarding the adequacy of this form of assistance has been generally favourable. Respondents generally feel that the capital loans received so far have met adequately the needs for which this form of assistance was requested. Those loans which have been supplied by the Inter-American Development Bank have been allocated for the development of tertiary education and the financing of university education in the form of student loans.

Respondents, however, have been mindful of the fact that the use of loans for financing capital projects may in the long run create an added burden on the country's resources. That is, by being required to repay the principal and interests on the loans, this could possibly

have adverse effects on the country's Balance of Payments situation. Further, such a form of financing the development projects are accompanied by local costs. That is, only about half of the total cost of a project is financed by external loans, requiring the other half to be met by local resources. In addition, once the project materializes the government has to meet recurrent costs from its own resources. Nevertheless, it was generally felt that this form of assistance has, and will continue to figure significantly in the educational development efforts.

As regards the supply of grants to adequately meet the needs of development, respondents generally agreed that this form of assistance has been, and will continue to be allocated to areas where they feel the aid can make its greatest impact. Such assistance has been used mainly for the establishment, or further development, of training institutions, both regional and local. The major projects for which such assistance has been allocated are still at a stage where no definitive statements can be made about their impact on the overall educational developments. However, respondents generally agree that in terms of their needs, and on the basis of what has been accomplished particularly in the area of institution building, the grants received to date have adequately served the purposes for which they were obtained. The following case is presented as an illustration of how adequately a grant from the United Nations Development Programme (UNDP) has met the

defined need for the development of a civil service training college.

A Case to Illustrate the Use of Grants

Rationale and objectives of the UNDP project

Prior to, and after Barbados became an independent country, the government assumed an increasing role in the planning and implementation of measures for economic and social development. Statistics show that between 1960 and the early 1970s the number of government ministries had increased from six to twelve. Ten new government departments were established during that time, bringing the total from twenty-seven in 1960 to thirty-seven by 1971. In addition, the number of statutory boards had increased from thirty-one in 1960 to fifty-four by 1971. This expansion of government activities required a large increase of trained public employees at all levels.

As a response to this need, the government requested assistance from the UNDP. It was agreed that a training institution would be developed to provide training in Public and Financial Administration and that the establishment of such an institution would be a co-operative venture between the Barbados government and the UNDP. The project had as its objectives: (1) to identify training needs through investigation and collaboration with all government ministries; (2) to develop training materials and methods; (3) to increase employee

motivation and productivity; and (4) to increase the abilities of top level staff to discharge managerial and administrative responsibilities. In addition, one of the intents of this institution was to limit the number of occasions on which high-level administrators would have to be sent overseas for training.

Nature of assistance

It was agreed that the UNDP would be involved in the initial three years of the project. A grant of $200,000 (U.S.) provided by the UNDP Special Fund would go towards the salaries of two UNDP experts, their allowances, housing and transportation costs. It would also go towards the costs of educational equipment and materials and would provide for the training of local personnel at institutions abroad and in Barbados. The overseas training would amount to a total of twenty-eight man months. The Barbados government contribution was estimated to be about $573,789 (Barbados); and this would go towards the provision of physical facilities--lecture rooms, furniture and supplies.

The two experts who were hired by UNDP would assume the roles of Project Manager and Adviser on training techniques and materials, respectively. The Project Manager, who has been hired for three years was assigned to three main functions: (1) to guide and monitor the various project activities; (2) to advise on any specific measures that would be required to ensure that targets were achieved;

(3) to provide in-service training to his Barbadian counterpart and other local personnel. The second expert who has a one-year contract is primarily responsible for the development of training materials and for conducting training courses.

This project is still in its infancy; consequently, no substantive evaluation can yet be made. However, it serves to illustrate how assistance of this nature--grants for institution building--can adequately meet a particular need for development. Such forms of aid, noted one respondent, "have been strategically allocated in order that we can gain the maximum benefits . . . Indeed, without such grants, we would not have been able to start some of the things we wanted to do."

Flexibility of the Conditions Attached to Loans and Grants

Any country receiving external assistance in the form of loans and grants must normally agree to certain conditions and obligations regarding its use. But such provisions may tend to create undue burdens which may in fact inhibit rather than promote development efforts. Thus the criterion of flexibility of conditions constitutes an important indication of whether or not Barbados is receiving the maximum benefits from the loans and grants it has received.

As regards the conditions tied to the loans received, the judgement generally expressed by respondents

is that the provisions set down by donors such as the Inter-American Development Bank and the World Bank need to be less rigid. One of the areas which was greatly criticized by respondents was the pre-requisite that before a decision can be made for providing a loan, a team of experts must carry out an on-the-spot analysis of the socio-economic conditions, and on the basis of their findings, make recommendations regarding possible projects for Bank financing. Respondents have complained that the strict adherence to this provision is unnecessary. They consider it to be too costly, that it takes up too much of their time and tends to disrupt their flow of work when they have to assist mission members gather the information. Moreover, they find that it is a duplication of effort since each mission is seeking basically the same kinds of information.

Another area which has been much criticized is the insistence of an agency, for example, the Inter-American Bank, on detailed architectural and other technical plans as part of the initial request for a loan. One official noted that "We have to keep reminding donors that external assistance is only supplementary to our efforts . . . they must therefore begin to accommodate us by not insisting so much on costly pre-investment plans and comprehensive surveys." Further, stipulations such as the one set down by the IADB that the government must organize an execution unit for each project financed by the Bank has been another

source of contention. A case in point is the construction of the new Community College for which the Bank is providing assistance. One of the conditions was that Barbados must organize an execution unit with a project manager whose appointment has to be approved by the Bank. "This guarantees," one official notes, "the Bank's supervision and control of the project until its completion . . . something which we feel we can carry out ourselves."

In the case of conditions tied to capital grants, the criticism most often offered was that enough local content--engineers, contractors, materials--was not guaranteed in the stipulations of donors. It was revealed, for example, that in some cases, donors required that as much as 85-90 percent of the equipment and supplies needed for a project had to be bought in their own country. Such rigid stipulations, respondents insist, have contributed to increased costs. As an illustration, one respondent commented on the fact that traditionally, the United Kingdom has been the main supplier of educational equipment and materials.

> However, when donors such as CIDA stipulate that we must use their grants to buy supplies from Canada it means we have to start dealing with new suppliers from a new area . . . When we have to replace parts we find that they cost more. And in some cases we find that the materials are not appropriate to our climatic conditions.

Another stipulation regarding grants, which officials consider to be too rigid, concerns the situation where donors insist on each project having the following

components: (1) personnel (this must be an international staff); (2) training; and (3) equipment. The United Nations agencies in particular stipulate that these three components must be included in any aid project and that the funds allocated to each of the components cannot be transferred from one to another, or for any other purpose. Respondents complain that this is too excessive a control on the funds provided and would be happy to see such a condition removed so that they are able to use the available funds in whatever ways they consider to be of benefit to their development efforts. Similarly, with regard to the rule laid down by these agencies that staff members cannot be recruited to work in their own countries, except in very special cases, respondents were concerned that the insistence on the use of expatriate personnel could be psychologically damaging and, consequently, inhibit the progress of development. One official commented that,

> . . . if local experts are not available, then obviously we must accept outsiders. However, for our situation we feel that this rule should be relaxed. In fact, you may find many instances where the outsider is not as committed to the project as we would expect from our local expert.

Suitability of the Skills and Functions of External Personnel

Another way of determining the extent to which external assistance has contributed to the efforts of educational development was to ask respondents about the suitability (fitness) of the skills and functions performed

by expatriate personnel. These are individuals recruited to teach in the schools and other educational institutions, and also personnel that were assigned to organize and implement programs, provide local training and/or assigned to carry out advisory functions within the educational institutions rather than at the ministry level.

Respondents agreed that in general, those expatriate individuals who were assigned to carry out organizational and advisory functions performed their jobs admirably. These were a small number of individuals who over the period helped to design and establish programmes of crucial importance to the developments and reforms which were taking place--vocational/technical programmes at the Polytechnic and Community College; curriculum development and teacher training projects. High praise was expressed for the leadership and organizational ability of the majority of these types of personnel. One respondent noted, for example, that "the rationalization of our technical and vocational programs has been due largely to a British expert . . . He has helped us to clarify our thinking and to plan adequately in this area." Another official commented that, "We have received a number of good people who genuinely wanted to see our projects work . . . It is only rarely that we get someone who is not overly useful in the system."

With regard to the expatriate teacher personnel, the majority of whom were supplied through the Peace

Corps, VSO, CIDA and CUSO, the overall judgement made about their contribution was that in the main, their services were beneficial to the country. They were needed largely for carrying out a maintenance function. That is, they were intended to fill those areas of scarcity--Science and Industrial Arts teaching, for example, while local teacher personnel were being trained. As one official described it, "These individuals are considered as replacements whose services are being phased out as we get our own trained teachers." It is instructive to note, however, that some differences do exist regarding the appropriate role and functions of this type of personnel. As an example, the Peace Corps officials released a position paper in January, 1975, proposing a change in functions for present and future volunteers. "Within the education sector," the paper states, "we would like to increase our involvement in curriculum development, educational statistics programs, vocational, remedial and special education, and gradually decrease our involvement in traditional classroom teaching (Peace Corps Report, 1975:26). Similarly, from discussions with CUSO representatives presently assigned in Barbados, it was felt that they have not been as effective as they would like. Some resentment was expressed over the fact that they were not able to participate in more "developmental" activities.

Even among local officials, there tended to be differences in perceptions of the functions of this type of

personnel. One official expressed the view that "anyone in this area of work should be prepared and encouraged to examine the situation and suggest necessary changes within the system." Another indicated his objections to any expatriate personnel "becoming overly involved in changes of a cultural nature. They should be restricted to providing only their technical expertise." A third official noted that

> We recognize the limits of their contribution. Primarily they are here to carry out line-functions. We find it unacceptable for them to attempt to carry out functions other than what our own teachers at this level are expected to perform.

An illustration of what this particular official considered unacceptable was a recent case in which one teacher volunteer ignored official channels and took the initiative to contact organizations in the home country with a view to providing scholarships to a number of secondary school students. When brought to the attention of local officials, the individual was asked to cease such negotiations as they felt such activities were not within the scope of the assigned duties. Beyond these differences--and respondents have agreed that the areas of activities for which personnel of this nature are expected to perform need to be more clearly defined--the general judgement concerning suitability of this type of expatriate personnel has been favourable. Insofar as such personnel have been able to accept their assigned functions, it has been a significant contribution to the local development efforts.

Also related to the suitability of the skills and functions of expatriate personnel is how well suited the professional qualifications and personal qualities of these individuals are. Respondents generally agreed that among the personal qualities expected of expatriate personnel--in addition to their technical skills--were that such individuals should have a sensitivity to cultural and national differences; be willing to learn from his new environment; have the ability to know the limits of his contribution; have a quality of tact and the ability to extract from local personnel the needed opinions and facts. Against these standards, it was felt that the majority of the expatriate personnel recruited over the years rated favorably. Perhaps the most significant reservation revealed was a "superiority-inferiority" relationship (real or imagined) as perceived by some nationals. One respondent complained bitterly about the

> . . . inability of some experts to communicate with local officials with the courtesy that is expected . . . Many of them, although technically qualified have a problem of communication--a problem not unrelated to their attitude of superiority . . . They could on occasions be contemptuous and display this to nationals; they could show little respect for local ways; and could fail to understand the hierarchy in the Civil Service and speak to senior officials as though they were messengers.

In terms of over-all contribution, however, it was judged by respondents to be very favourable. There seemed to be little doubt that these expatriate personnel provided appropriate expertise that could not be met locally and

that the total contribution was of great significance throughout the development process.

Novelty of Problems Diagnosed and Innovativeness of Solutions

The extent to which problem-solving is conducted in an innovative spirit and purpose is a criterion suggested by Amuzegar (1966) for judging the quality of the contribution of external assistance. This particular criterion related primarily to technical assistance personnel--a team of advisors (Missions) who have been sent to Barbados to assist in the formulation of educational development plans, and to provide advice about the availability of external assistance. Examples of this form of assistance are the Missions supplied by UNESCO in 1969, the World Bank-UNESCO Mission (1971) and Missions sponsored by the Inter-American Development Bank. Unlike the type of advisory personnel discussed earlier, these Mission experts invariably become involved in making recommendations for decision-making at the Ministry level--proposals which are intended to affect the educational system as a whole. Since agencies such as those identified above normally require this form of activity as a prerequisite to providing their assistance, it begs the question--how important has this form of assistance been to Barbados? In other words, have they been able to diagnose the educational problems and suggest solutions which can be described as going "beyond the well known and familiar?" (Amuzegar, 1966:71).

Respondents in general expressed their reservations regarding this form of assistance and its overall contribution. In fact, their judgements about the ability of the various missions may be summed up in the words of one respondent. He states,

> They make a valiant attempt to evaluate the educational system and try to assess what impact their assistance would have on the system as a whole . . . Their general approach, the methodology they use, and their interpretation of the data seem to lack the creativity and sophistication we would expect from such high-level experts.

On the positive side, most respondents agreed that at some crucial stages in their development planning activities, there was a need for this form of assistance. The UNESCO Mission of 1969, for example, was identified as providing useful suggestions to enable Ministry of Education officials to further rationalize the educational planning process. "They helped us to clarify our ideas and gave us useful hints in researching the area," commented one respondent.

Since then Barbados received missions sponsored by the Inter-American Development Bank which were involved in pre-investment studies related to the development of the Community College and the Polytechnic, and the Students Revolving Loan Scheme Fund. The last major Mission to arrive to conduct studies was the 1973 UNESCO team. In comparing the overall contributions of these missions, one official provided these comments:

The 1973 In-Depth UNESCO Mission was comprised of four

> experts--an economist, an expert in general education, and agricultural expert and a technical education expert . . . They spent about three months carrying out an evaluation of the educational system and identifying priorities which the World Bank might finance. On completion of the report they sent us a copy requesting that we study it and make detailed comments . . . I found their analysis to be fairly trivial. Their structures [framework] for analysis seemed very thin . . . Although they ask for a lot of data and opinions as to where we thought the system should be going, they do nothing more than to analyze what you have said and to reproduce it. It was your analysis of the data that they present rather than any new analysis.

This particular report referred to above remains "confidential," but officials were able to provide the gist of some of the recommendations as support for their observations. For example, one of the problems identified in the report requiring a solution concerns the qualifications of teachers. The report made the obvious observation that teacher qualifications were inadequate, and proceeded to recommend that teachers should be recruited at higher levels and that a comprehensive approach is necessary for the up-grading of present teachers--a problem and a recommendation that is hardly new to local officials. Another recommendation cited--and which may be even less profound--concerned the problem of introducing a more integrated curriculum at the secondary school level. The report proposed that the schools be equipped with facilities for teaching the practical/technical aspects of the curriculum.

With regard to the expert missions sponsored by the Inter-American Development Bank, the general observation

made was that they had a more creative approach in examining the problems, even though their solutions were less than innovative. One official commented on their usefulness. He noted that they

> . . . seemed always to be asking more important questions, though unfortunately they always seemed to be based mainly on the economics of education, and very little in terms of a clear philosophy of education ever comes through . . . It is a rigid cost-benefit analysis that they attempt to do. And most often we do not have the data prepared in the form that they would like, consequently their analysis is weakened when they try to fit the available information within their economic framework.

Apart from not being able to meet the expectations in the quality and creativity of the ideas and solutions recommended, many respondents feel that the potential benefits of this form of assistance are greatly reduced because of the experts' short-term assignments. One official noted:

> Many of these experts do not have an adequate briefing of the country before they embark on their missions. When they arrive, they do not have enough time to consult with local people and gain a thorough understanding of our problems. That is why we had such little success with these Missions.

The suggestion has also been made that the need for this type of assistance no longer exists; that what is now required is for Barbadian officials to become more knowledgeable about each agency's criteria and methodologies. They should then be able to articulate their needs and justify their priorities for assistance within the framework of the particular agency. It would also improve the chances for the generation of more creative ideas and

solutions.

Appropriateness of Training Assistance Programmes

A form of assistance which respondents agreed has major significance in the educational development efforts has been the award of scholarships and fellowships to Barbadians to pursue training in a variety of areas and at various levels. What the criterion of appropriateness seeks to discover is the extent to which external assistance for training has been able to meet the trained manpower needs of the country and to indicate whether or not the training provided is of relevance to changing needs and conditions.

As respondents noted, the major scholarships and fellowships schemes have created continuous programs since the early 1960s. Local officials have been responsible for determining the priority areas for which awards would be made and thus have been able, in the majority of cases, to "fit" awards to present and future trained manpower requirements. In the area of teacher training, the priority over the period was to train potential teacher-trainers in a number of specific areas. The United Kingdom Teacher Training Bursary Scheme was thus a major source of this assistance. Over 350 teachers were awarded advanced training in specialized areas over the period under review. Another area of priority was the development of technical teacher-trainers and the Canadian contribution--through its

Commonwealth Caribbean Assistance Programme was identified as extremely helpful in this regard. For other training opportunities in fields other than education, it was noted that the United Kingdom Technical Assistance Scheme and the Commonwealth Fund for Technical Cooperation all made significant contributions towards the development of what one official described as "our own cadre of local training experts." These two were particularly noted for the fact that they provided training courses which were tailored to the needs of developing countries such as Barbados. An important aspect of this form of assistance which required consideration was how appropriate to the needs of the country was the fact that the majority of these trainees were sent abroad? In other words, in view of the "brain drain" phenomenon, to what extent does training abroad promote, or hinder, the achievement of development goals? Respondents in general agreed that during the early 1960s, sending trainees abroad tended to be counter-productive, but in recent years it has become less critical. Arrangements have been worked out with sponsors of awards where more individuals are pursuing their training in local institutions. "We are only requesting training overseas when the University of the West Indies cannot provide it," noted one official. An example of this approach was a recent agreement with CIDA which made it possible for most undergraduate award holders to pursue their training at institutions in the West Indies.

This was seen by one respondent,

> . . . as a major break through . . . It allowed the money to be spent locally and gave us an opportunity to develop our own local institutions . . . Moreover, we feel that if a student does his undergraduate work at home and his post-graduate training overseas that the individual will have a better awareness of the problems at home.

Respondents also felt that there were a number of advantages to providing training overseas. One advantage was the fact that it could be an added incentive for those who would otherwise be reluctant to participate in training courses offered locally. It was observed, for example, that for some senior officials, a local training course was not as prestigious as one overseas. In addition, it was felt that overseas training could provide a more enriching experience. As one official puts it:

> I think it is worth the risk sending some of our people to be trained overseas. Of course, some may not return to us . . . Sometimes they may be sent to a very low level institution in the foreign country. But overall, I feel that training in another country can add a lot to a person's outlook . . . It gives us an opportunity to meet people from all parts of the Commonwealth and to share our problems and experiences with them.

From the overall views expressed by respondents, it would appear that the scholarships and fellowships received to date have appropriately met the changing training needs and conditions. Further, in view of the steps taken to stem the "brain drain" created by providing overseas training, it would appear that this remains no longer a serious obstacle in the implementation of plans to meet the trained manpower needs of Barbados. The statement may,

therefore, be made that the use of scholarships and fellowships as one major form of assistance has been a major contributing factor to the educational development efforts during the past fifteen years.

Summary Analysis

This chapter was primarily concerned with the various forms of external assistance as inputs in the educational development process, and their relative contribution to the determination, planning, implementation and financing of development activities. Each of the criteria selected was intended to provide a systematic assessment of the different forms of assistance and other related factors considered crucial to the effective allocation and utilization of external assistance in educational development.

By using the criterion--how clearly defined, and how consistent have been the objectives for which major forms of assistance were received, it was discovered that, generally, there were clearly formulated and specifically defined goals towards which external assistance was allocated. In addition, a high level of consistency was revealed among the donors' desired outcomes of the aid allotted and those of the local Ministry of Education. It is also instructive to note that one of the reasons for this overall level of consistency in aims, was the fact that informal negotiations about the nature and purposes of

assistance were normally conducted before a formal request is made. This tended to ensure consistency and compatibility of interests between donors and the Barbados government. To what extent each of the parties was able to influence goals and priorities is a critical area which would not be investigated here because access to the necessary information was not granted the writer. There are indications, however, that while in the majority of cases, desired goals were mutually agreed upon, there were cases where Ministry of Education officials had to resist donors' attempts to determine the directions for educational development.

The second criterion--facility in the Procedures for requesting and receiving assistance--was used to discover how the required procedures and administrative mechanisms affected the planning and implementation of those educational development activities requiring external assistance. The findings reveal that in the case of requests for advisory and/or teacher personnel assistance, that the procedural requirements were relatively less burdensome, involving a minimum of bureaucratic "red tape," and that such assistance was generally received with a minimum of delay. However, it was in the area where requests were made for loans and major grants, that much criticism was voiced. The period from the time a need for external assistance was identified to the time an agreement is signed and moneys disbursed has been found to

be exceedingly lengthy. The types and amounts of information required by donors have been found to be overly excessive, too costly and too time consuming. Such procedural requirements tend to affect negatively the implementation of development plans.

A third criterion--adequacy of loans and grants--sought to determine how adequate were the major loans and grants received, to the external resource needs for educational development. The findings indicate that in addition to the need for external capital financing of schools, there was also the need for external capital support for the establishment and further development of tertiary training institutions. In view of the fact that such forms of assistance are accompanied by local costs; that is, only about one-half of the total costs is normally met from external sources, the tendency has been to limit requests for such forms of assistance to areas which can provide the greatest impact--for example, the building up of training institutions. With one decision still pending with the World Bank, it has been found that the loans and grants so far received have adequately met the external resource needs for capital financing and institutional development.

On the basis of the fourth criterion, which raises the question of donors' conditions on the loans and grants received and the effects of such conditions on the planning and implementation of educational development activities,

it was revealed that in general, because of the rigid provisions, the maximum potential benefits have not been realized. Efficiency, for example, has been negatively affected because of donor insistence on extensive pre-investment socio-economic analyses and detailed technical plans. This has been found to be too costly, disruptive of the work flow of local officials, and an overall duplication of effort, since all donors generally are seeking the same kinds of information. In addition the stipulation--that for each major project requiring external assistance there must be an executing unit--has been found to be an unnecessary and costly control mechanism. Closely related is the fact that for some projects, too little local input and initiative is encouraged. These are cases where donors insist on recruiting their own personnel, stipulating that most of the supplies and equipment be bought in the home country, and maintain strict guidelines as to how funds should be spent.

The fifth criterion takes into consideration the suitability (fitness) of the skills and functions of expatriate personnel required for conducting programme development, implementation, and teaching functions. With regard to advisory and/or organizational personnel, the general assessment has been that these individuals have contributed significantly in filling the teacher needs of the time. Although it was revealed that there were

differences in perceptions as to what functions such personnel can be expected to perform--that is, whether they should continue their "line" functions as teachers or move to other "developmental" functions as "change agents." This seemed to have had little effect on the overall quality of their contributions to the development effort. The fact that such types of personnel are being gradually phased out and replaced by local personnel, would seem to indicate they have fulfilled the purposes for which they were initally obtained--filling need until locals can be prepared.

The criterion regarding the use of expert missions and the quality of their contribution to the diagnoses and solutions of problems existing within the educational system, provided perhaps the least favorable judgements about overall contributions to the development process. It was revealed that, overall the benefits of such form of assistance was at best minimal. Reservations were expressed about the methods of their approach to problem diagnosis--lacking the sophistication and creativity expected of such high level experts. Criticisms were also levelled at the proposals and recommendations which they made--there was a tendency to recommend the obvious with little or no innovative solutions to the problems. The general view is that while at an earlier stage of development such form of assistance was required, the need no longer exists, and that perhaps what is presently needed is

for these types of missions and local experts to work closer together in the attempt to generate more creative ideas and solutions.

The criterion of appropriateness of external training assistance was used as another yardstick for measuring the overall contribution of aid to the educational development efforts. The award of scholarships and fellowships have figured significantly in Barbados educational development and it has been judged to be a major contributing factor in what the country has been able to achieve so far. The various training schemes, it was indicated, have generally been responsive to changing trained manpower needs. In addition, the efforts of donors in altering their training assistance programmes to help stem the brain-drain have been looked upon favorably by local officials.

On the basis of the information provided, it may be stated that the inputs of external assistance into the educational development efforts have been judged to have made a positive contribution to the educational development efforts in Barbados during the period under review. Such inputs have not only helped to fill important resource gaps within the educational sector, they have also been judged to have had considerable success in promoting quantitative and qualitative changes within the educational system. The findings also reveal some issues regarding the potential and limitations of external educational assistance as an

instrument of educational development within the Barbadian context. These will be discussed in the next chapter.

CHAPTER VII

MAJOR ISSUES EMERGING FROM THE FINDINGS

The purpose of this chapter is to identify and examine the most significant issues which have emerged from the findings of this study; and to discuss the implications of these issues particularly as they relate to the planning and implementation of future educational development activities in Barbados. The major issues emerging from the findings include: (1) the determination of educational priorities and goals; (2) the formulation of the strategies for achieving these objectives; and (3) the future use of external assistance in the educational development efforts in Barbados, and indeed in other developing countries at a similar stage of educational development, and having similar experiences as Barbados. Since educational assistance is intended to help bring about needed changes in the educational system, it will be necessary to, first, identify and address the issues related to the determination of priorities for future educational development in Barbados

Qualitative versus Quantitative Change

As the findings of the study indicate, the two dominant educational policy objectives have been the

provision of equal educational opportunities at all levels of the educational system and, simultaneously, reforming the system in response to the changing economic and social needs of the country. The quest for equality of educational opportunity has been manifested in the expansion of facilities at all educational levels, the abolition of tuition fees at all government institutions up to the university undergraduate level, increased government assistance to approved private schools, and the like. In the pursuit of "system" reforms, the period 1960-75 witnessed such progressive efforts as the establishment of new training institutions and training programs designed to meet the changing manpower needs of the country. There were also greater diversifications in the educational content and programs; the introduction of new teaching techniques and methods, which were attempts at enriching and improving the teaching-learning process.

The achievements to date, as indicated in earlier discussions, can be easily appreciated, since the developments required significant outlays of financial and human resources. But in looking ahead to the future, an important question must be raised--in view of the resource constraints which Barbados is likely to continue to face, can Ministry of Education officials continue to pursue similar policy objectives with as much vigour as they have done in the past? And if not, what factors will need to be given major consideration in the determination of future

development priorities?

In attempting to resolve this issue, it must be pointed out that the essential problem here is not the desirability of either of the major policy objectives pursued thus far. Social, political and economic factors have dictated, over the past, that the goals of educational reforms and equal educational opportunity have to be pursued. It would, therefore, be unrealistic to ignore these powerful influences and to suggest alternatives which may turn out to be radically different to the goals which have been pursued in the past. What can be proposed, however, is that at this stage of the educational development efforts, critical choices will need to be made between what might be described as quantitative and qualitative developments. In this connection, it is necessary to identify a pattern or trend which has evolved during the period studied; and which after closer examination may perhaps provide some guidance in the determination of future priority objectives.

Expansion of Vocational Education

Ministry of Education officials have in the past been allocating a major share of the resources for education to the expansion of vocational and technical education, particularly at the secondary and lower tertiary levels of the system. This rapid expansion was seen as a direct response, in part, to the needs of business and industry

for an increasing number of trained personnel. In addition, it was seen as a means of helping to solve the unemployment problems of those school-leavers who were not able to successfully complete the traditional academic programs. Further, one of the underlying assumptions was that if students were encouraged to participate in vocational education activities at an early age within the formal school system, this would foster a more positive attitude towards manual occupation when they were ready to enter the work force.

The experiences to date, would seem to indicate a need for re-assessment of the rationale for the rapid expansion of technical and vocational education within the educational system. First, with regard to meeting the trained manpower needs of business and industry, it would appear that the results to date, have been well short of the expectations and claims made on behalf of such rapid expansion. Indeed, Barbadian officials have been worrying over the fact that there has been a general reluctance on the part of business and industry to hire the graduates of many of the technical and vocational programmes. Consequently, no valid claims can be made that these programs, as they are presently being offered, are helping to alleviate the unemployment situation in Barbados.

Most importantly, the experiences so far bring

into focus the highly questionable claim that the provision of technical and vocational courses as a major part of the school curriculum will in effect bring about a change in attitudes to manual work and the career aspirations of young people about to enter the work force. The Barbados experience in this regard tends to, in fact, support the contention of writers such as Foster (1966:171) who argues that "this type of reasoning is largely fallacious . . . The idea that vocational aspirations of children can be altered by massive changes in the curriculum is no more than a piece of folklore with little empirical justification."

Another important factor which lends support for the need for a more cautious approach regarding the future expansion of vocational-technical education, concerns the costs involved in establishing such kinds of programs. As was indicated in Chapter IV, the equipment, facilities and materials required for providing technical instruction have been extremely costly to the Barbados government. Secondly, Barbados has had to depend on the availability of expatriate personnel to teach technical and vocational courses in the schools; and the indications are that this trend will continue in the future, since there are as yet no plans to provide local teacher training in these areas.

In view of these factors, Barbados educational policy makers might well take heed of the following views and suggestions offered by Foster (1966:174) regarding the expansion of educational facilities for the purposes of

vocational and technical training. Foster states:

> To be sure, such institutions must play a role in development, but their number should be expanded carefully; they should be closely associated with actual developments in the economy through the provision of "sandwich" and short courses, and their clientele should be composed to a large degree of individuals who are actually involved in commerce and industry. As far as possible some of the burdens of vocational training should be shifted to those groups who are actually demanding skilled labour of various types.

As far as the experiences of Barbados is concerned, it must be quickly pointed out that some of the essential features of the above recommendations are not entirely new. Indeed, Ministry of Education officials have worked closely with members of the hotel industry, and have been able to implement a successful cost-sharing programme for the training of hotel employees. What, however, is being proposed here is that this general principle might be adopted as a guide to future decisions regarding further expansion of vocational and technical education.

But decisions regarding these and similar choices are not made in a vacuum. To some extent, they are influenced by such factors as the availability of external resources for the implementation of local policy objectives. Indeed, some of the major findings of the present study point to the fact that the policies, priorities and administrative arrangements of external agencies may directly or indirectly influence local decision-making regarding educational development priorities. A second issue, therefore, which demands closer examination concerns the

question--how might differences in priorities, for example, between Barbados educational officials and donors, be resolved so that plans for future educational development can be implemented with greater facility than has been the case in the past?

Resolving Conflicting Priorities and Interests

It was indicated in earlier discussions, for instance, that a decision is still pending with the World Bank for a loan which would go towards the construction and equipping of a number of comprehensive secondary schools. Although there was little documentary evidence available to the writer for an examination of the reasons why this assistance has not materialized as yet, it is perhaps, useful to examine some of the factors which might have accounted for the delay in this particular case, and to discuss the importance of these factors in arriving at local decisions regarding the use of external assistance in the implementation of educational development plans.

From the available evidence, it would seem that at the time when Barbados needed World Bank financing for the further development of their comprehensive schools, external assistance for school building construction had become a relatively low priority for the World Bank. In the World Bank's position paper on the education sector, it was in fact stated that lending for the development of secondary comprehensive schools had now been given way to "greater

support for primary and basic education and for the training of adults and youths" (World Bank, 1974:50). A situation such as this, where a donor's priorities do in fact change while an application for assistance is being processed, can create serious difficulties for officials of the recipient country responsible for the planning of educational reforms. It therefore, points to the need for increased communication between donor agencies and recipient countries, and suggests the importance of a regular exchange of information about donor priorities and developing countries' assistance needs. Such a strategy would not only help in eliminating delays during the application and negotiation stages, it would also help to provide effective safeguards against possible conflict of priorities and interests between donors and the countries requesting educational assistance.

Donor Influence on the Determination of Educational Priorities

In raising the issue of how to resolve possible conflict in priorities between donors and recipients, another related, and perhaps more significant, concern emerges. Essentially, it brings into the forefront the question of whether or not a developing country such as Barbados, which is seeking external assistance, can be left alone to determine its own priorities for educational development without some overt or covert influence being exerted by donors. Generally, donor agencies accept the principle that developing countries must be left to determine

their own educational priorities for development. However, the particular case illustrated above brings into focus serious reservations on the practical aspects of this principle. Consider, for instance, the World Bank's conclusion in this regard:

> A recognition of the sovereign prerogative and the practical necessity for a country to determine its own affairs does not, however, preclude the possibility of a useful and constructive dialogue between it and the Bank. If there is no substitute for the borrower's own judgements regarding political and social issues, it may also be true that from its experience in development financing and its broad awareness of technical alternatives and their outcome in other countries, the Bank may help to illuminate the choices a country faces and help it make better decisions. (1974:61)

One can hardly argue with the Bank's view that, based upon its experience and technical expertise, it has a contribution to make in this area of decision-making. At the same time, however, one can hardly ignore the power relationship that exists between a party that holds the "purse-strings" and the other which has little resources at its disposal to counter the uneven power relationship. Indeed, one is more likely to contend, as Hochschild (1972:15) and Linton (1970:25) have done, that developing countries seeking assistance are placed in a vulnerable position--a situation which tends to perpetuate what has been termed as the "dependency syndrome."

How, then, might this particular issue be resolved? It was Phillips (1974:269) who argued that "developing countries cannot with conviction challenge (though they sometimes do) the right of the providers of aid to determine

what general categories of aid they can make available for individual countries to accept or reject if they wish." Conversely, it may be contended that donors of assistance cannot (though they appear at times to do) challenge the right of recipients to determine the areas of priority for educational development. What this situation requires, therefore, is the building of mutual relationships between donors and recipients in which both parties can work on a collaborative basis in areas where effective decisions about the use of external assistance are needed. But in order to develop this kind of relationship, there will be a need, as a number of Barbadian officials have noted, to have available a number of local officials with a keen understanding and knowledge of the external assistance administrative and negotiation processes. They must also be able to effectively articulate the educational development needs and priorities of Barbados within the operational framework of the various potential donor agencies. This might be considered as a first step towards reducing the uneven power relationship that generally exists between donors and recipients during aid negotiations.

Donor Control over the Implementation of Plans

Closely related to the above issue of how to minimize the negative effects of donor influence on the decisions regarding educational development priorities, is the issue of how best to reduce external control over the

educational development projects and activities in the recipient country. From the findings in the Barbados case, it appears that much of donors' control over development activities were mainly in the form of donor non-negotiable stipulations as to how assistance funds allotted to a project should be used. The issue here, of course, is not whether donors should have any input into the decisions regarding the most effective ways their resources should be utilized. As was indicated in Chapter VI, donors have a responsibility to their financial backers to ensure that the assistance provided to any country will be used for the purposes for which it was granted or loaned; and they have a responsibility to provide guarantees against misuse or wastage of the funds they provide. The crux of the issue is whether or not the stipulations and administrative mechanisms used by donors for monitoring and controlling the use of funds in the recipient country, can be made more flexible and adaptable to a recipient country's special circumstances. The findings from the experiences of Barbados would seem to indicate that the control mechanisms which are presently in use need to be re-examined, and perhaps made more flexible, and at times even discarded.

A number of the Ministry of Education officials remarked that there was little justification for donors to insist that moneys alloted to one aspect of a project, provision of personnel, for instance, could not be used for any other purposes related to the same project. They

further suggested that controls such as these are manifestations of donors' lack of confidence in the ability of local officials to use funds as they see fit; and they wonder out loud if the time will ever come when donors will begin to appreciate the inherent advantages of providing funds for a particular project in the form of unconditional grants so that it may be used in the most effective and efficient ways as determined by local officials. In order to accommodate the desires of local officials, donors might well consider the approach taken by the United Kingdom donor agencies in this regard. These agencies, have in fact over the years provided lump sum grants to the University of the West Indies; funds which university officials were able to use in the way they determined, but with the proviso that the spending of these funds would be subject to periodical audit. It seems that in this way, the objective of accountability is achieved without the negative psychological effects of what may be perceived as excessive control over, and interference in, the development activities of the recipient country.

Improving Aid Negotiation and Administrative Processes

Another related issue to emerge from the findings, relates to the whole process of requesting and negotiating for assistance, and the assessment of assistance requests by potential donors. For instance, in regard to the required procedures involved in making applications for

assistance, it was noted earlier that the gestation period between the time an application is made and the assistance finally received has been exceedingly lengthy. To be sure, this particular concern is not unique to the Barbados situation. Phillips (1973:51) mentions the fact that in general, "the average aid request takes about two years to reach the operational stage, but often longer delays are involved during which time imbalances may have occurred which may change the priorities." Although there is no evidence to suggest that in the Barbados case delays have caused a change in priorities, it has been evident that the procedural requirements of some donors have posed some obstacles in the effective implementation of some educational development plans--the delay of start of the building program for the Community College is a case in point.

In addition to the lengthy gestation periods, it was found that the information required by donors to assess the requests were not only time consuming, but also overly excessive, and at times involving significant expenditures to the Barbados government without any guarantees that the application will be approved. How then might such serious concerns be resolved? One possible solution would be for donors to co-operate in drastically cutting the time involved during a project preparation stage. Since much of the time taken up during this stage involves the collection of basic data, and in some cases the use of missions to conduct on-the-spot analyses, the donors of assistance and

Ministry of Education officials might well consider the suggestion alluded to in earlier discussions that this kind of information be pooled and exchanged among the various potential donors. In effect, this approach might be considered as meeting two kinds of needs. First, apart from drastically reducing the time and costs involved during the processing of assistance applications, it might also be considered as a major step towards the development of an administrative mechanism for the coordination of the various external assistance efforts within Barbados.

Reassessing the Use of Expert Advisory Missions

The issue regarding the use of short-term high level experts to conduct surveys of the educational system, and to make recommendations to donors regarding possible projects which they might finance, has been another major area of concern to emerge from the Barbados experience. As was indicated in earlier discussions, some donors require this as a pre-condition of certain forms of assistance, capital loans, for example. But its intrinsic usefulness has been questioned on a number of grounds. It has been revealed, for instance, that in some cases these expatriate personnel seemed to lack the comprehensive and detailed knowledge that was required of them to make a significant and appreciable contribution to the analysis of the problems facing the educational system. In addition, it was also felt that the time such personnel spent in Barbados was too

short for them to gain an adequate knowledge of local conditions. Neither did it allow them the opportunity to develop the necessary sensitivity and appreciation of the concerns which local officials held about the problems they faced. What then might be the status of this form of assistance in the future educational development efforts in Barbados? Will there be a need for assistance of this nature? And how might this kind of assistance be better utilized in the future?

In attempting to resolve these issues, the critical determining factor might well be the nature of the educational development activities for which Barbados will be seeking external assistance. As an illustration, if Barbados is for example seeking a capital loan for the expansion of facilities--a need which local officials would have defined and determined to be a priority--the sending of a team of experts to conduct extensive surveys might well be considered a highly questionable decision on the part of the potential donor, unless such a team was specifically requested to perform such a function by the Barbados government.

On the other hand, if Barbados requested assistance for the planning and implementation of major innovative changes within the educational system, then such personnel might be of great benefit to the country, particularly if preliminary research into specific problems were required and there was also a need for assistance in the development

of specific strategies for change. It is conceivable that such experts could beneficially perform important functions in the capacity of what may be termed "process helpers," a phrase coined by Havelock (1973:9) to indicate the kinds of contributions such experts could make to the innovative process. As "process helpers" they could assist local educational leaders in (a) defining the problems of educational change; (b) in determining the objectives of change; (c) acquiring the relevant resources that might be made available by their respective agencies; (d) develop appropriate methodology and strategies for evaluating the change processes and outcomes of educational changes and innovations (Havelock, 1973). In essence, such high level personnel might be more usefully employed in the future as agents of change in the planning and implementation of fundamental educational change in Barbados, rather than is presently the case where they function primarily as agency administrators in fulfilling their obligations to their respective agencies.

It becomes obvious that the adoption of the above alternative would require some drastic changes in the organizational and administrative structures of donor agencies: their personnel recruitment structures would have to be modified to take into account much longer term assignments. Secondly, the sending of experts to conduct on-the-spot analyses would no longer be automatic as is presently practised by some donors, but only provided in

response to specific requests for this kind of assistance. In addition, they will need to recruit more personnel with "developmental" skills rather than those with skills limited for purely administrative functions. No doubt such changes will be problematic to most donor agencies, but if they are to be fully responsive to the recipient's needs, then it is a challenge they will need to give serious consideration in the near future.

Adapting External Innovations to Local Conditions

It is now time to turn to another set of issues regarding the use of external assistance in the actual implementation of innovative changes. In the findings, it was revealed that one of the major innovations to be introduced was the team-teaching project which received a significant amount of external assistance from the Ford Foundation and Harvard University. From the responses of interviewees, together with the fact that it was not extended, as was initially planned, beyond the experimental stage, it would appear that the idea of team-teaching on a system wide basis was abandoned. But one of the criteria for measuring the success of an innovation is whether after it has gone through the trial (experimental) stage, it is adopted on a system wide basis. That is, has it become institutionalized? It was Phillips (1973:61) who noted that

> . . . new institutions or methods introduced should

> be of a kind which it is within the power of the recipient country to keep up when the aid terminates . . . that it must have the necessary critical mass and duration to have a sizeable impact (alone or through complementarity with other aid projects), and not peter out.

In the case of the introduction of team-teaching within the school system in Barbados, the indications are that it petered out.

The issue here is whether the idea of team-teaching can be considered a viable alternative to the traditional methods of teacher organization and instruction in the Barbados school system. In spite of the considerable cooperative efforts on the part of Ministry of Education officials, the University of the West Indies School of Education and the project consultants of Harvard University, the available evidence on the project would tend to confirm the argument put forward by some officials interviewed that this was an example where an adopted North American model could not be made "adaptable" to Barbadian conditions and circumstances. What then are the lessons which might be learned from this experience? Certain factors readily present themselves which decision-makers need to give careful consideration when planning innovations of a similar nature on a system-wide scale.

Among the most significant factors is the financial cost that would be involved if team-teaching were to be implemented on a system-wide basis. School buildings would have to be modified to allow for increased classroom space

in order to accommodate large group instruction. Costs would have to be increased for the supply of additional teaching equipment and educational materials. In addition, the Ministry of Education would be required to hire a large number of teacher aides--a necessity for the effective implementation of team-teaching. Moreover, significant costs would have to be incurred for the development and operation of additional teacher training programmes for the training of a large number of teacher personnel in methods and approach to team-teaching. It must also be pointed out that the major part of the costs outlined would not only be incurred at the initial stages, but would also become a significant component of recurrent educational expenditures.

In addition to the cost factor, the implementation of such a system wide innovation would require basic changes in organizational and administrative relationships, together with fundamental changes in attitudes about the teaching-learning process. The educational decision-making structure would have to be altered to accommodate greater involvement of school personnel in the decision-making process. Further, administrative and professional personnel at the ministry level would need to modify their approach in administration and supervision to one which calls for a more consultative and supportive role. Essentially, the team-teaching approach and philosophy would demand a drastic departure from the traditional authoritarian approach to one which is predominantly collaborative. This would

therefore require a major cooperative effort on the part of Ministry of Education officials, headteachers and teachers alike. To what extent this could be achieved in order to make team-teaching an effective alternative at the system-wide level is of course another question. Meaningful incentives would have to be provided to all key participants if both their acceptance of the innovation, and their cooperation in changing old attitudes and approaches is to be achieved.

These related factors are provided as an illustration of the complexity of introducing basic changes on a system-wide basis. They also serve to stress the fact that in implementing changes of this nature, the economic, administrative and behavioral factors are all interrelated. Thus the success or failure of a major innovation such as team-teaching is closely related to how well each of the factors are evaluated. These are, perhaps, the most important lessons that can be learned from this particular experience. This case as illustrated tends to strengthen the caution raised in Chapter III regarding the problems associated with the use of external assistance for the purposes of bringing about basic changes in a country's educational system. To recall, it was argued that potential recipients of assistance should accept aid only after careful evaluation of all the related factors associated with the aid and the planned changes. In the absence of such evaluations, the recipient country may find

that it has committed a significant amount of its resources to a project or undertaking which has little potential of making the necessary impact on the educational development activities.

Planning and Utilization of Training Schemes

The use of scholarships for training abroad is another area of concern for which new strategies will need to be developed if the potential benefits are to be realized in the future development efforts in Barbados. In Chapter V, it was indicated that the primary objective of these training schemes was to increase the number of trained administrative, teacher and other professional personnel. The findings indicate that this particular form of assistance was judged to be a major contributing factor in what Barbados has so far accomplished in its educational development efforts. It was also noted that self sufficiency was the guiding principle in deciding how this form of assistance would be utilized. The idea of self sufficiency, however, raises a number of concerns for future decision-making. How will self sufficiency be determined and measured?

There are a number of factors which need to be taken into account when the concept is defined. First, the quest for self sufficiency in terms of trained personnel must be related to both the number of trained persons needed and the quality desired. Further, quality should

not be restricted only to the kind of diploma one is awarded on the completion of training, rather it should also relate to (1) the nature of the training the individual is pursuing, that is, whether or not the content and subject matter are appropriate to local priorities and circumstances; (2) the level of the training the individual receives, that is, at what educational level potential scholarship holders be recruited, and will the individual pursue his studies at a level appropriate to the responsibilities and functions he is expected to perform at the completion of his programme; and (3) in what type of institution will the award holder receive the most appropriate training? For instance, how appropriate to the trained manpower needs of Barbados will it be to send someone abroad to be trained at an "academic type" institution (university or community college)? Or would it be more in keeping with the country's needs to have that person receive mainly practical, on-the-job observations, and apprentice type experience?

There are, of course, no universal answers to these questions raised. The purpose of raising these issues is merely to call attention to the need for a well thought out policy regarding what is meant by self sufficiency in the area of trained manpower planning. If skilled manpower self sufficiency is the overall goal in the use of scholarships and fellowships, then Barbados policy makers will need to define more specifically what it means to their overall development effort, and make sure that this

is communicated to the donors of such forms of assistance. It is suggested that this goal be defined in terms of both quantity and quality; and that the choice of the training assistance programmes be guided by the principle of fitness or appropriateness to local needs and conditions. In other words, decision-makers might well consider the following questions as a general guide to the choice of various training assistance programmes available to them: to what extent will the content and subject matter of the training program, the level of training, and the institutions in which the training will be provided, meet the specific skilled manpower needs and levels of job responsibilities?

Meeting Teacher-Training Needs

Closely related to the above issue, is the concern regarding the need for a much larger trained teaching staff, and the future use of external assistance in this regard. As the findings indicate, teacher training is, perhaps, the most crucial area in Barbados educational development efforts where more fundamental changes will need to be carried out. During the period under review, the general pattern of the use of external assistance in this area, has been to provide teacher training scholarships to study abroad, together with a limited supply of teacher trainers, and some limited financial support for the development and expansion of local teacher training institutions and training programs. In the search for strategies to meet

the trained teacher needs of the country, Ministry of Education officials will need to come to grips with the problem of determining priorities in this area. What teacher training programs, for instance, will be given priority? Will in-service training take precedence over pre-service and induction programmes? And how will the need for the continued development of educational leadership be met? These are personnel requiring advanced training in such areas as administration, curriculum development, educational research and innovation. These are issues which will need to be resolved as a pre-condition to the development of a realistic strategy whereby local and external efforts can be combined to meet the large number of trained teachers and professional educational leaders needed now and in the future.

It becomes evident from the findings, that the reliance on scholarships and the supply of foreign teachers and teacher trainers will not be sufficient to meet the future needs of a system intent on speeding up the modernization process. Instead, greater efforts will have to be made towards the further development of local teacher training institutions within the country. Whatever the strategies decided upon, proper consideration will need to be given to the fact that a teacher training policy must be closely linked to the policies regarding the quantitative and qualitative changes at the primary and secondary levels of the educational system. Specifically, if the goals of

educational change and modernization are to be accomplished particularly at these two levels, it means that the people who are called upon to direct and implement this process must be provided an opportunity to develop the necessary tools and skills to carry out the process. In the past, the major emphases in this regard have been the expansion of teacher training facilities and the institution of various pre-service, in-service and post-graduate teacher training programs. Essentially, they have, with one or two exceptions, been an expansion of what previously existed over the years. While these quantitative changes will need to be continued, the situation also calls for increased efforts in qualitative improvements. As Coombs (1968:168) states:

> Clearly, educational systems will not be modernized until the whole system of teacher training is drastically overhauled, stimulated by pedagogical research, made intellectually richer and more challenging, and extended far beyond pre-service training into a system for continuous professional renewal and career development for all teachers.

Coombs also goes on to state that,

> . . . the proper preparation of teachers who are operating at new professional levels will require a new definition of institutions for teacher training. Those institutions must be deeply involved in research and experimentation and be themselves influential centers of innovation. (1968:178)

It is perhaps, in this area--the qualitative reforms in teacher education--that educational external assistance might be able to make its most significant contribution to the future development efforts in Barbados. Ministry of

Education officials might well give careful consideration to the development of a comprehensive long-term strategy for teacher training expansion and reform with external assistance assuming a much greater significance than has been the case in the past. The elements of such a strategy could well include a more co-ordinated system in which the planning and implementation of teacher training programmes offered by the Teacher Training College, the Community College and the University of the West Indies, Barbados Campus could be more closely linked. Another element of this long term strategy, might be the creation of a regional system of teacher training in which all the islands of the Commonwealth Caribbean might combine their teacher training efforts to provide training on a much larger scale and in a more co-ordinated form.

Such a system could be modelled on the Commonwealth Caribbean Allied Health Personnel Training programme which was instituted in 1974. This programme resulted from the collaborative efforts of the various regional governments, and with external assistance from the United Nations Development Program. With the University of the West Indies assuming leadership in this regard, and with the support of those external agencies which rank teacher training and institutional development among their top priorities, a system of regional teacher training could well be established with the use of existing teacher training centres in the various islands. It is conceivable that each

of these centres would become responsible for a specific area or level of teacher training, and would cater to teacher trainees from all participating islands in the region. Thus, for example, Barbados might decide to concentrate on the further development of the present programme of secondary teacher training in which both the Community College and the University of the West Indies have shared responsibilities. Such a programme might be expanded, using the facilities of the Erdiston Teacher Training College, to cater to the secondary teacher training needs of most of the Commonwealth Caribbean.

In designing the teacher training programs, the overall objective would be essentially, the development of a cadre of educational leaders to serve the region. A critical aspect of such programmes should therefore be the development of teachers who would not only be versed in the fundamentals of pedagogy, but who would also be provided the opportunity to develop the tools and the perspectives necessary to carry out the important function as professional change-agents within the educational system--initiators and encouragers of educational change.

Extending Adult Educational Opportunities

A final area of concern, relates to the question whether equal educational opportunity can be extended to a larger number of those adults, who for various reasons, were not able to complete the traditional "academic"

programmes, but who would like to participate in continuing educational activities. There are two related issues in this regard: what priority should be given to the further development of continuing adult educational activities? And how might external assistance make a further contribution in this area in the future?

In order to resolve the first issue regarding priority, it is, perhaps, instructive to consider a recommendation offered by Coombs (1968:171) concerning the need for more emphasis on adult education. Coombs states that "it would be clearly beneficial in many countries to deploy resources more heavily into various familiar types of adult education--to those, that is, which are linked both to the growth of individuals and to that of the economy." The findings in the present case suggest some recognition on the part of Barbadian educational leaders of the potential benefits to the country of this kind of education. The development of the Barbados Labour College and the promotion of the Co-operative movement are cases in point. But a significant factor which might perhaps be the major determinant as to whether such continuing educational activities can be further developed, is the availability of resources to organize and deliver such programmes.

However, the delivery of continuing adult educational programmes need not necessarily involve a large deployment of Ministry of Education resources. A

most likely way of reducing the costs that might be involved in a conventional delivery system, would be to adopt the Co-operative Education philosophy as the guiding principle for the operation of the programmes. Embodied in the co-operative philosophy, are the ideas of self-help and volunteerism. Since a major share of the operating costs would go towards personnel responsible for organizing and conducting the programmes, it is conceivable that much of this kind of resource could be tapped on a voluntary self-help basis. In addition, existing facilities, when not in use could be utilized. As a support for the feasibility of this recommendation, it was one of the findings of Ahmed (1975:60) in his study of the Economics of non-formal education. He found that,

> . . . in fact, all nonformal programs that rely on part-time and volunteer personnel and facilities are enjoying advantages of cost-marginality because they are using resources that have already been developed at some cost to society but have not been utilized to the fullest extent.

In addition, the local effort could be well supplemented by assistance from many of the external agencies that are presently involved in Barbados educational development efforts. The resources of the Peace Corps and CUSO could be tapped, for instance, to provide personnel that are trained in adult educational techniques and who have expertise in the development of adult educational programs. Similarly, a number of the scholarships and fellowship training schemes could be well used for the training of

large numbers of local citizens in areas such as co-operative leadership, social and community development leadership. It is, perhaps in this area that the Community Development Division of the Ministry of Education and Community Development could assume great leadership; and the experiences of the Barbados Labour College could well provide an excellent model as to how continuing adult educational activities could be organized and supported.

As a brief conclusion to this chapter, it must be pointed out, that in discussing each of the above issues, it becomes evident that they are all interrelated. Their resolution will therefore have to be considered within a comprehensive design for future educational development. Equally important, is the fact that if external assistance is to continue to play an increasing role in these efforts, then it would seem advisable that more intensive consultations, than was the case in the past, will need to be pursued with the various external agencies particularly during the process of planning the future development activities.

CHAPTER VIII

SUMMARY, CONCLUSIONS AND IMPLICATIONS

In this study, the development of the Barbados educational system during the period 1960 to 1975 was described and analyzed. The changes and reforms which were considered to be of major significance were used as the context for the qualitative analysis of external educational assistance as an instrument of educational change. The combination of these two aspects assumed the central concern of the study, which was to examine the educational developments which occurred over the last fifteen years, and to determine to what extent external educational assistance in the form of financial, human and material resources, had contributed to the planning, implementation and financing of these educational development activities. A secondary objective was to use the Barbados experience to assess the potential and limitations of the use of external educational assistance in future educational development efforts.

The study was designed to discover the nature of the changes and developments which occurred in the educational philosophy of the country, its policies and priorities for educational development, and the strategies

and programs which were designed to achieve the educational development objectives. In addition, the "systems" approach was utilized as the analytical framework for the purposes of isolating the most pertinent factors related to educational change as a social process, and for highlighting those elements associated with external assistance as a major input into the educational change processes. External assistance as a resource input into the educational system, was examined in terms of the sources, the forms in which it was requested and received, the educational levels and areas to which it was allocated, and the objectives it was designed to achieve. In addition, the administrative procedures and the mechanisms for requesting, negotiating and implementing external assistance to education were investigated in order to discover how such procedures and administrative arrangements affected the implementation and outcomes of planned educational developments. Further, one of the most important features of this study was the adoption of a number of explicit criteria from the related literature for the purposes of analysing the overall contribution of external educational assistance to the total educational development effort. This part of the analysis was based primarily on the opinions solicited from Barbadian nationals and other individuals who were key participants in the educational development process.

The major findings of the study together with conclusions drawn and their implications for future

decision-making are presented below.

Summary of the Major Findings

Educational developments

The two dominant features which best characterize the direction in which the Barbados educational system was developed between 1960 and 1975 were:

1. expansion and improvement of educational services and facilities at all levels of the system, in order to increase the opportunities for education to more Barbadians of different age groups and learning capabilities

2. qualitative reforms in educational programmes, their content, and methods of teaching, as well as some re-organization of the educational structure.

These were measures taken to ensure that the system of education was responding to changing economic and social conditions of the period. They also reflected a change in educational philosophy from one which was essentially elitist to one which emphasized egalitarianism.

Resource allocation patterns

In seeking to develop a modern and viable educational system, a pattern of resource allocation had emerged which was consistent with the educational development priorities of the period 1960 to 1975. Such a pattern of allocation was timely in terms of the planned activities which were to be accomplished at the various stages of the educational

development process. In addition, it reflected a realistic appraisal of the financial and human resources that would be made available for the implementation of the development plans.

External assistance allocation

It was in the areas of qualitative reforms at all levels of the educational system, that external assistance was most visible. The areas of involvement included: vocational-technical education programme planning and implementation, curriculum reform, teacher education, reforms in teaching techniques and methods, changes in the approaches to educational planning, and improvement in the quality of the local stock of trained manpower.

Capital assistance allocation

While local capital resources were allocated primarily for the building of new facilities and expansion of existing ones at the primary and secondary school levels, external capital assistance was concentrated in the establishment and further development of tertiary level institutions.

Specific areas of assistance contribution

The external educational assistance which Barbados received during the period under review, has been regarded generally as having made a significant contribution to the

total educational development effort, particularly during the period after the country achieved its independence (post-1966). The educational level in which the contribution has had most importance is the tertiary level. Capital loans together with grants played a major part in meeting some of the crucial capital financing needs, expert resource needs and educational materials for the purposes of institution building. Assistance by way of scholarships and other training schemes also figured significantly in meeting the trained manpower needs which existed over the period reviewed.

Overall contribution of assistance

The overall pattern of the contribution that emerges, is that external educational assistance has helped Barbados to overcome some of the most critical financial and personnel shortages--obstacles which would have otherwise inhibited the kind of progress which the country has been able to achieve in its educational development efforts. Further, the assistance has aided the country in the consolidation of some of the major initiatives which were started without assistance. It has also helped to provide some of the stimulus and support for the introduction of new programs and reforms which have occurred.

Some critical problems identified

There were a number of factors related to the use

of external assistance which were perceived to pose serious obstacles to the effective planning and implementation of assistance. Most significant among them are:

1. the time element involved between applying for and actual receipt of the assistance

2. the control mechanisms imposed by donor agencies over the use of some forms of assistance

3. the failure of some donors to guarantee more local input in the determination and implementation of projects in which these agencies have a large financial investment

4. the absence of a mutually determined strategy whereby political influence during the aid negotiation and planning processes can be made more reciprocal

5. the lack of effective administrative mechanisms to promote more co-ordination and information exchange among donors, and between donors and the Barbados Ministry of Education.

Conclusions and Implications

On the basis of the findings of this study, several conclusions and their implications for future decision-making may be stated.

Educational development priorities

In terms of decisions regarding the expansion and further development of educational activities, there is a

need for the re-examination, and perhaps significant modification in the policies regarding further development of technical and vocational education. There is evidence to suggest that the limited success of vocational-technical programmes, particularly at the secondary and lower tertiary levels, hardly warrants the emphasis which it has been given in the past. Further, the amount of resources which is required for the establishment and operation of these programmes should render their expansion more prohibitive.

Greater consideration must be given in the future to other less costly alternatives which can more effectively achieve the dual purposes of extending educational opportunity, and meeting the middle and lower level trained manpower needs of the country. As an example, in cases where industry and the other private enterprises can provide the necessary training, or participate with government in the operation and financing of training programmes, these should be encouraged. The various apprenticeship schemes, work study programmes, and the experiences such as the hotel training programme might well be used as models for their organization and operation.

Adult education and training opportunities

With regard to the determination of strategies for extending a wider range of educational opportunities, rapid strides will need to be made in the promotion of more continuing educational opportunities for those adults who

are presently not being catered to within the formal educational system. The evidence presented in this study strongly suggests that the demand for this kind of educational activity will continue to increase; particularly since access to the upper secondary and tertiary levels will remain restricted to those who are more "academically" inclined. This will therefore require the allocation of more resources than have been allotted to non-formal education in the past. More resources will be needed to further develop the programmes presently offered at the various adult education centres throughout the country. There will also be a need for greater diversification of programmes presently offered. To accomplish the above, it is suggested that the local co-operative movement be further developed with a strong educational and training component. It is also suggested that the self help and voluntary aspects of the co-operative movement become an integral part of the continuing education programmes.

Teacher education
long-range policy

The findings also lead to the conclusion that there appears to be an absence of a long-range policy and strategy for the elimination of the trained teacher shortage that presently exists within the education system. Since such a shortage constitutes a major bottleneck to the successful implementation of educational reforms and innovations, this implies the need for a re-ordering of priorities in such

a way that teacher training assumes and maintains a much higher priority in terms of the allocation of resources. In addition, a strategy is needed whereby a more co-ordinated and integrated approach to teacher education in the country can be established. Beyond that, a realistic assessment of the trained teacher situation in Barbados and indeed throughout the Commonwealth Caribbean, tends to reinforce the conclusion that in view of the limited resources available to each of the islands, there is need for a long term strategy in which all governments of the region can pool their resources in an effort to develop a unified regional system of teacher education. As a short-run strategy, emphasis will need to be given to the training of teacher trainers. And it is in this particular area that a need exists for greater leadership on the part of the University of the West Indies. In-service and professional development courses need to be designed and implemented, and should be conducted under university guidance and authority. Further, these programmes should be designed, and incentives provided, to attract well seasoned and experienced teachers--regardless of their academic qualifications on entry--who on completion of their programme can be promoted in the capacity of teacher educators.

In addition to the structural changes that will be needed in the area of teacher education, more emphasis will have to be given to training that stresses the developmental

and innovative processes and skills. Essentially, the idea that teachers are initiators and encouragers of the educational modernizing process will need to be manifested as an integral part of their training. Thus, apart from providing them with the knowledge and skills they will need to perform their teaching functions, they should also be provided the opportunity to develop the understanding and attitudes which are necessary to carrying out their functions as effective educational change-agents.

Closely related is the fact that it is generally recognized that the success of any innovation or change strategy within an educational system is dependent upon the prior acceptance and commitment to the change by teachers responsible for its implementation. This commitment can be greatly facilitated through meaningful teacher participation in the formulation and planning of change programmes and strategies. They will therefore need to develop a level of sophistication in research and evaluation methods. Thus it becomes imperative that these elements be included in any strategy that is designed for the further development of a teacher training capacity.

Planning and implementing assistance

In looking towards the future involvement of educational assistance, the issues and their implications arising out of the Barbados experience should provide some general principles or guidelines as to how such assistance

might become a more viable instrument in future educational development activities. These are presented in the form of propositions, subject of course, to further testing and validation:

1. because of the limited resources available, external educational assistance should be strategically allocated to those areas of the system where the effect of its contribution can be achieved on a system wide level

2. more emphasis should be placed on the use of external assistance as an instrument of educational reform and innovation rather than is presently the case where much of the assistance has been allotted to the expansion of facilities and programmes

3. priority consideration for external assistance will need to be given to reforming teacher education, since this is the area upon which much of the success of educational change and modernization depends

4. an essential aspect of the planning for external educational assistance is that the objectives and the rationale for which the aid is requested should be clearly defined and prioritized in order to ensure consistency, not only with local development goals, but also with the interests and priorities of the potential donor

5. requests for assistance should be formulated as closely as possible within the framework for assessment of the potential donor. Donors should make their framework more flexible in order to accommodate unique differences

and exceptional circumstances which may arise

6. co-ordinating mechanisms should be developed and maintained in order to facilitate the exchange of information between donors and Ministry of Education officials, and among the various donors

7. the administrative structures and procedures which presently exist for conducting aid negotiations should be made less formalized in order to encourage more informal consultations

8. the control and monitoring mechanisms instituted by donors in the implementation of assistance will need to be less directive, and reformed to encourage more local input and responsibility in the operations

9. local Ministry of Education officials will need to become more knowledgeable about the processes involved in the planning and negotiation for external assistance to education. Donor agencies should design administrative arrangements in order to reduce the uneven power relationships that exist between potential recipients and donors during all stages of planning, negotiating and implementing of educational assistance.

Implications for Further Research

Although this study is delimited to the experiences of one country, it is important to point out that the findings and issues which have emerged may also have wider implications for educational administrative practice and

further research in the area of educational administration. Indeed, the present findings reveal certain problematic areas concerning the use of external assistance in education in which further research may prove most useful to educational administrators with a particular interest in the planning and implementation of educational development.

One area in which future studies may yield substantive returns, concerns the problems related to the inclusion of external assistance as a major component of the educational planning process. In this regard, educational planners will need to become more knowledgeable about the philosophies, programmes and dominant characteristics of the various donor agencies in order to determine their compatibility with planned development activities. Therefore, a study which examines the institutional and structural characteristics, the administration and programmes of the major educational assistance agencies might well provide the kinds of information that could greatly assist educational planners in their task.

Another area in which further research might be of benefit to the practice of educational administration in developing countries, concerns the development of useful guidelines and criteria for improving the processes of requesting, negotiating and evaluating educational aid. Research activities which attempt to further test the criteria employed in the present study as well as the propositions suggested could help to meet this critical need.

As there appears to be a growing acceptance of the use of external assistance as an instrument of educational change and innovation, there is a need to examine more carefully its strengths and weaknesses. Case studies of the experiences of a number of countries, including illustrations of successful change projects and an evaluation of them, should be conducted in order that the basic principles and conditions of success may be identified and recommended.

Further investigations are also required into the problem of donor influence and intervention in the planning and implementation of educational development programs. A number of exploratory studies might prove especially useful in this regard. Such studies might focus on the program activities and administrative processes in which donor influence and intervention are most likely to occur, and identify the conditions and arrangements which permit their occurrence. In addition, the studies might be designed with the aim of contributing to the development of an appropriate research methodology for measuring and evaluating the impact of external influence on the planning and implementation of educational change.

Finally, there is a need to examine, more systematically and comprehensively, the involvement of external assistance in educational development from the point of view of the donors. Questions related to their motivation, assumptions and attitudes about the role of educational

aid need to be investigated. In addition, their own perceptions regarding their administrative procedures and regulations in negotiating and implementing aid need to be analysed and evaluated.

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APPENDIX A

BARBADOS: BASIC INFORMATION AND STATISTICS

BARBADOS: BASIC INFORMATION AND STATISTICS

Geography and Population

Barbados is the most easterly island of the Caribbean region with an area of 166 square miles. It is 21 miles long and 14 miles wide. The island is considered to be among the most densely populated areas of the world with a population of 234,230 (1970 estimates). This represents a density of over 1,400 person per square mile.

The population is predominantly Black with a small percentage of local and European Whites. Between 1960 and 1970, the population growth rate was estimated as 0.1 percent annually, and it is projected that this trend will continue to the 1980s (Barbados Development Plan, 1973). Of the total population, over 61,000 (26 percent) are within the age group 5-14 years. The adult population (15 years and over) is estimated to be 149,000 (64 percent of the total population (Barbados Development Plan, 1973).

Historical Highlights

Most of the islands of the Caribbean were, at one time or another, colonies of the European Colonial powers. Barbados, however, remained a British colony from the time of its colonization in 1627 until it became an independent country in 1966. In 1639, a form of representative

government was instituted in Barbados. Slavery was abolished in 1834, and in 1951 adult suffrage was introduced. This was followed by the establishment of ministerial government in 1954. In 1958, Barbados became one of the ten territorial units of the West Indies Federation. This was an attempt to unite the British colonies of the area under a federal government. For various political and economic reasons, the Federation was brought to an end in 1962. Four years later, in 1966, Barbados became an independent country while retaining its membership within the British Commonwealth.

System of Government

The national system of government in Barbados is similar to those of British Commonwealth countries. That is, there are two Houses of Parliament--the House of Assembly or Lower House and a Senate or Upper House. There are twenty-four elected representatives in the House of Assembly and twenty-one appointed members in the Senate.

Since there are no local or regional governments, the Cabinet assumes the responsibility for the formulation and implementation of all government policies and programmes. The Cabinet consists of the Prime Minister and ten other ministers who are responsible for the following Ministries: (1) Finance and Planning, (2) State, (3) Communications and Works, (4) Health and Welfare, (5) Home Affairs, (6) Education, Youth Affairs, Community Development and Sport,

(7) Housing, Lands, Labour and National Insurance, (8) Tourism, Information and Public Relations, (9) Agriculture, Science and Technology, (10) Trade, Industry and Commerce, and (11) Legal and External Affairs.

Economic Patterns and Trends

Agriculture, and particularly the production of sugar, which was for decades the most dominant contributor to the Gross Domestic Product (GDP), has gradually been overtaken by the Services sector (Tourism and Government) which presently ranks as the prime contributor to GDP. The government Development Plan (1973-77:1-6) notes that there was a decline in the contribution of sugar production from 21.3 percent of GDP in 1960 to 7.7 percent of the 1972 GDP. During the same time, government services contribution had increased from less than 10 percent of GDP in 1960 to over 15 percent in 1972. It was also pointed out in the Development Plan (1973-77:6) that in 1972, "with tourist expenditures of the order of $120 million, and Gross Domestic Product provisionally estimated at $357 million, tourist expenditures amounted to 34 percent of the GDP."

In addition to the Services sector, the Manufacturing sector (consumer goods and building products) has experienced significant growth over the last decade. Its contribution to 1972 GDP was estimated to be about 10.1 percent. The other major economic sector which has shown steady growth since 1960 is the Distribution or Commercial sector. This

sector has accounted for about 26 percent of GDP in 1972 (Caribbean Community Secretariat, 1973:102).

With regard to employment trends, it is estimated that approximately 60 percent of the total adult population comprised the labour force in 1970. Unemployment is presently estimated to be about 9 percent. The largest proportion of those employed in 1970 were working in the Services sector (government and tourism)--approximately 34 percent. The Manufacturing sector provided jobs for 26.6 percent, and the percentage of those working in Agriculture had declined from 26.4 percent in 1960 to 17.7 percent in 1970 (Government Development Plan, 1973-77).

Between 1960 and 1970, there was a marked increase in the number of qualified personnel in the labour force. The proportion of qualified professional and technical male workers had increased from 4.4 percent in 1960 to 7.2 percent of the total male working population in 1970. Similarly the proportion of trained female professional and technical workers increased from 6 percent in 1960 to 9.3 percent of the total female working population in 1970.

Education: Organization and Administration

As Figure 6 illustrates, the formal educational system is comprised of three levels: primary, secondary, and tertiary. Students between the ages of 5 to 11 years attend primary schools. A number of these schools also have a senior division for older students. At the secondary

STRUCTURE OF THE FORMAL SYSTEM OF EDUCATION

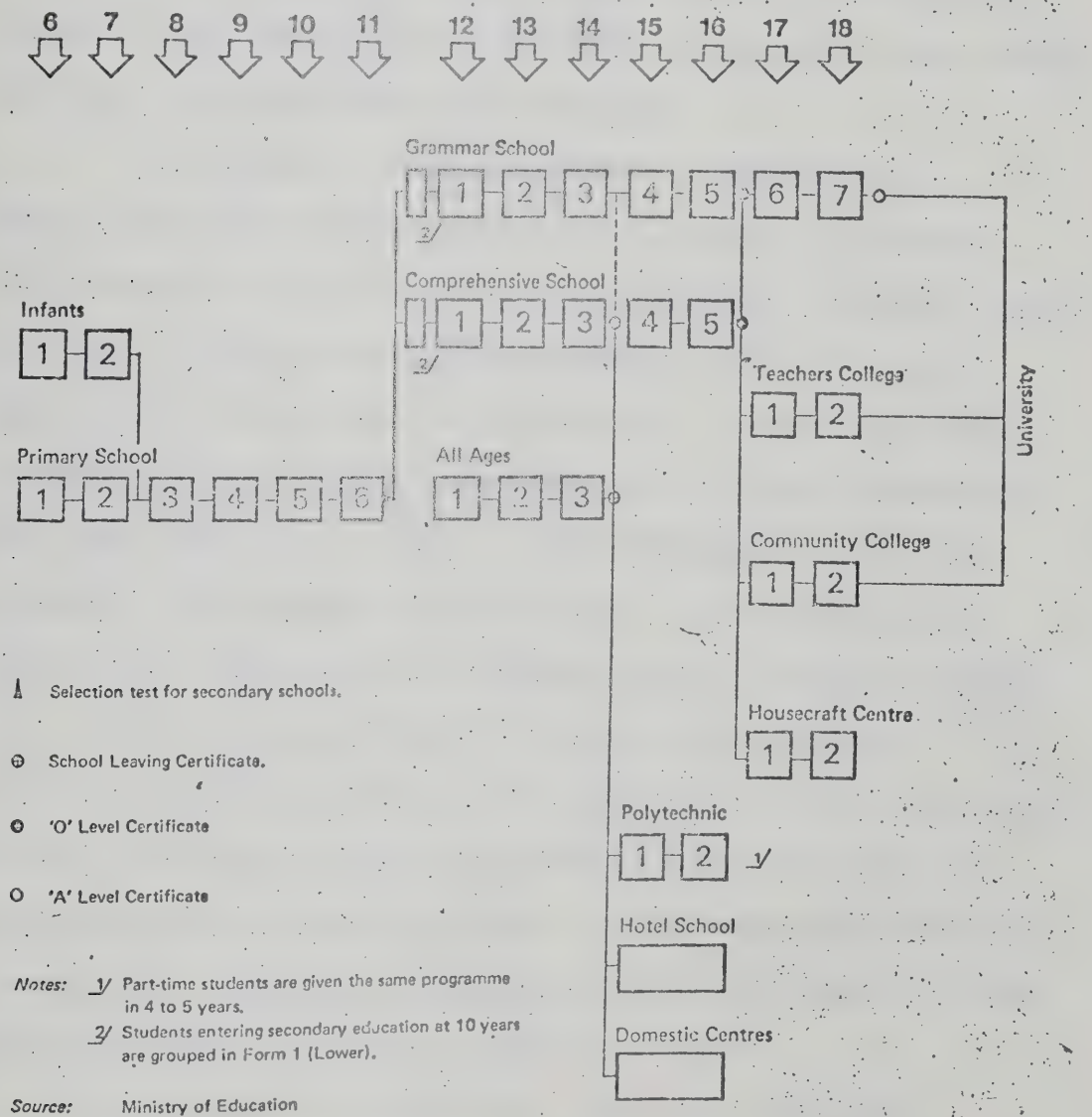


Fig. 6.

level, there are two types of schools--the grammar schools and comprehensive schools. The latter has been a relatively recent development catering primarily to students unable to gain admittance to the grammar schools. Tertiary level education consists of the community college, the polytechnic, hotel school, teacher training institution, the Barbados Campus of the University of the West Indies and other adult technical and vocational institutions.

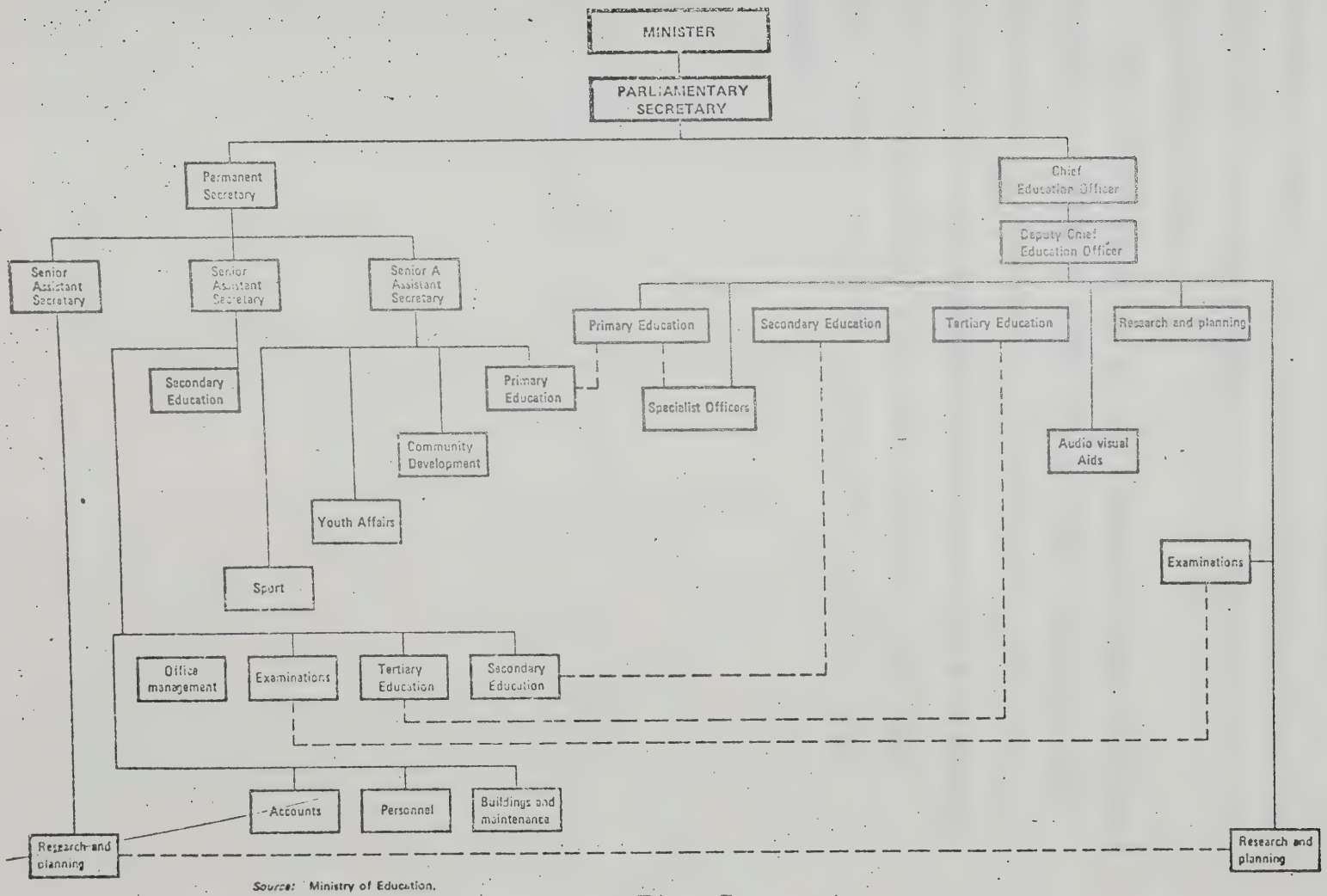
In addition to the government supported and controlled institutions, there are a number of private (independent) secondary and primary schools. Many of these secondary schools receive governmental assistance once approved by the Ministry of Education. Tuition fees for attending these schools range from $44 to $180 (Barbados) per term. Tuition is free at the government primary and secondary institutions, as well as at the undergraduate level at the University of the West Indies Barbados campus.

The responsibility for formulating national educational policy lies with the Ministry of Education with advisory assistance from the Barbados Board of Education. Implementation of these policies is the responsibility of the ministry which has delegated some of its powers to the governing boards of each institution.

As Figure 7 illustrates, there are divisions organized within the ministry to carry out separate functions. The main divisions are administrative services, professional services, research and planning, audio-visual aids and

ORGANISATION STRUCTURE OF THE MINISTRY OF EDUCATION

1973



Source: Ministry of Education.

Fig. 7.

examinations. The permanent secretary and his assistants perform the duties that are related to general administration while the chief education officer and his deputies are responsible primarily for the areas of professional services.

The administration of the Barbados campus of the University of the West Indies is not the responsibility of the Ministry of Education. The Governing Council of the University--an autonomous body assumes this responsibility, with the campus principal acting as the chief executive officer on behalf of the Chancellor of the University.

TABLE 8

BARBADOS BASIC STATISTICS

Area in sq. miles	166
Population (1970 estimates)	235,230
Population Growth Rate (1960-70)	0.1%
Population--14 and over (1970)	153,853
Population of Labour Force (1970)	90,200
Unemployment Rate (1972)	9%
Gross Domestic Product (1972)	$357.0 million (B/dos)
Government Current Revenue (1972-73)	$103.3 million (B/dos)
Current Expenditure on Education (1972-73)	$28.4 million (B/dos)
Current Expenditure on Education as percent of Current Revenue (1972-73)	27.1%

Sources: Barbados Development Plan, 1973-77; Barbados Estimates, 1970-73; and UNESCO, World Survey of Education, 1971, pp. 187-89.

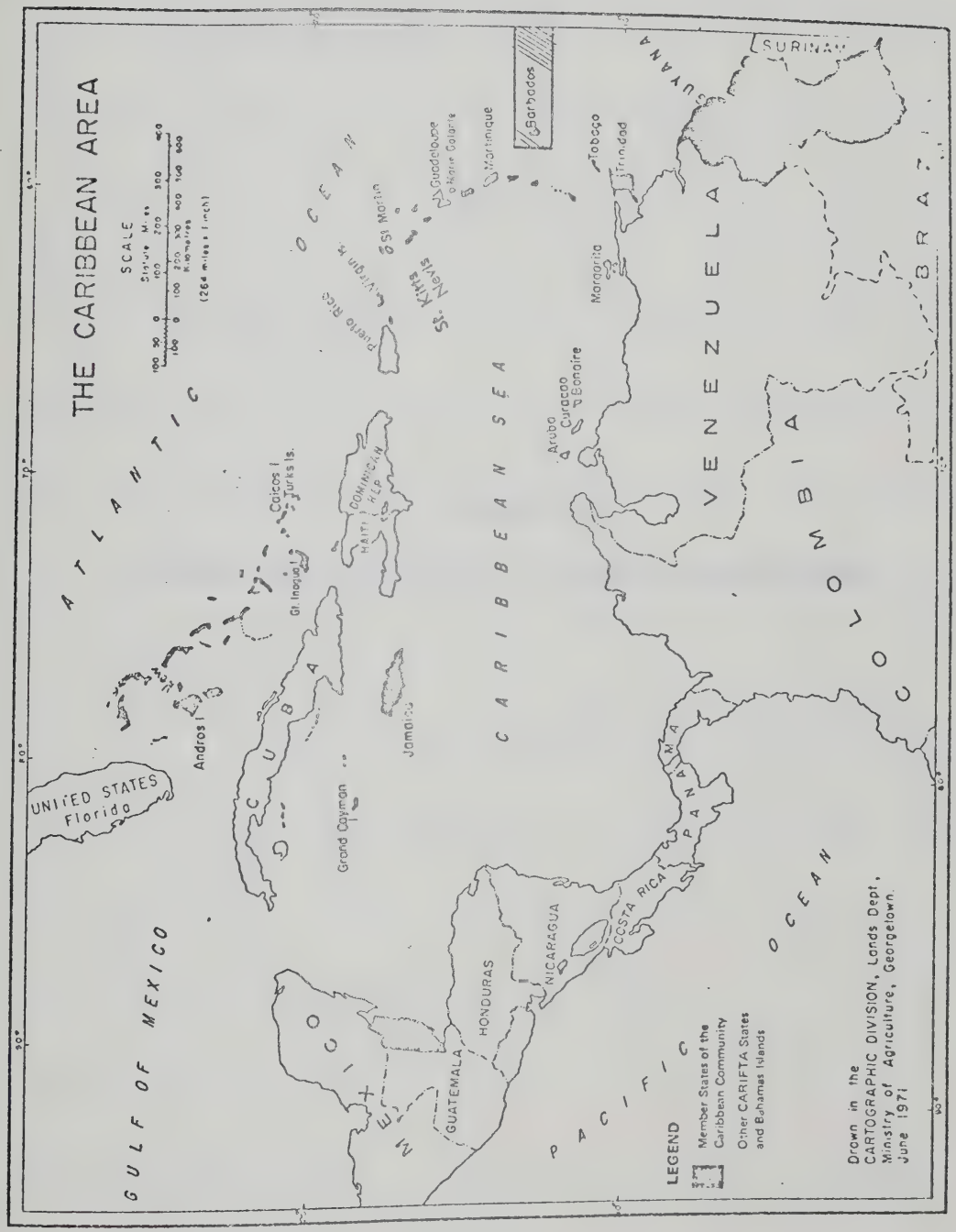


Fig. 8. Map of the Caribbean area.

APPENDIX B

NAMES AND POSITIONS OF PERSONS INTERVIEWED

Names and Positions of Persons Interviewed

1. Mrs. Dorothy Allsop. Director, Commonwealth Caribbean Resource Centre.

2. Mr. Leslie G. Atherley. Senior Education Officer (Curriculum), Ministry of Education.

3. Mr. Robert Barnes. Deputy Director, U.S. Peace Corps.

4. Mr. C. Best. Principal, Barbados Community College.

5. Mr. Collis Blackman. Director, Barbados Employers Confederation.

6. Mr. Keith Blackett. Assistant Secretary, Government Training Division.

7. Mr. C. Burton. Head of Civil Service, Government of Barbados.

8. Mr. T. Colli. Second Secretary, CIDA Regional Office.

9. Mr. John Cumberbatch. President, Barbados Union of Teachers.

10. Dr. Harry Drayton. Coordinator, Health Services Education PAHO/WHO Allied Health Personnel Project.

11. Hon. Evelyn E. Greaves, M.P. Senior Assistant Secretary, Barbados Workers Union; Principal, Barbados Labour College.

12. Miss Peggy Griffith. Government Statistician.

13. Enrique Vargas Guzman. Sectorial Specialist--Education, Inter-American Development Bank.

14. Mr. D. Hercules. Principal, Samuel Jackman Prescod Polytechnic.

15. Mr. Rupert Hoyte. Assistant Director/Information Officer, OAS Regional Headquarters, Barbados.

16. Dr. Keith Hunte. Senior Lecturer, University of the West Indies, Barbados.

17. Mr. R. O. Jordan, Senior Assistant Secretary (Planning), Ministry of Education.

18. Mr. S. Martin. Pro-Vice Chancellor, University of the West Indies, Barbados.

19. Mr. R. Mungra. Economist, Caribbean Development Bank.

20. Mr. E. Rawlins. Chief Education Officer, Ministry of Education.

21. Dr. George Reid. Senior Assistant Secretary, Ministry of Finance and Planning.

22. Mr. Geoffrey Rudder. Director, Meteorological Institute.

23. Hon. Erskine Sandiford. Minister of Education, Barbados.

24. Mr. S. C. Wood. Education Advisor, British Development Division.

25. Three representatives from CUSO.

APPENDIX C

SAMPLE LIST OF INTERVIEW QUESTIONS

The following is a sample list of questions designed to guide the in-depth interviews:

1. Why was (a particular form of) assistance given/received? Was it in response to a specific request by the Barbados government?

2. Was the assistance designed to meet specific resource needs?

3. Why, if at all, were certain forms/sources of assistance preferred over others?

4. Please describe the procedures for requesting, negotiating and receiving some of the major types of assistance.

5. To what extent, if at all, have the policies and priorities of donors been able to influence Barbados educational policies and programme decisions?

6. What qualities (professional/personal) would you consider most desirable in a foreign expert? In your judgement have past experts met these expectations?

7. Where, how and why has assistance made its greatest contribution to the efforts of educational development?

8. What, if any modifications are necessary (in the procedures, negotiations, conditions of assistance) to realize the greatest potential of assistance in the educational development efforts?

APPENDIX D

MINISTER'S STATEMENT ON THE ESTABLISHMENT OF THE COMMUNITY COLLEGE

STATEMENT ON THE ESTABLISHMENT OF THE BARBADOS COMMUNITY COLLEGE

New institutions are in most cases called into being to meet specific problems. So it is with the Barbados Community College, which is a new institution in the educational system of Barbados.

During the past eight or so years, an increasing number of pupils have been entering for, and achieving successes in, Ordinary Level examinations or their equivalent, set by various examination boards in the United Kingdom. Those pupils have quite naturally desired to pursue their studies to the next examination stage, that is the Advanced Level. This desire has put so great a strain on the existing places for study at this level, that the schools can no longer cope adequately with the pressure, thus creating a problem for solution.

Side by side with this problem of increasing numbers making a demand on a limited number of places there exists the problem of under utilisation of scarce staff resources. In one school four or five pupils engage the attention of highly qualified staff in a given subject. In another school the same situation would be present. The problem here is that the staff-pupil ratio in these institutions

is below the level that it should be.

Yet another problem in the system is that there is a built-in factor which results in feelings of superiority and inferiority among the Government Secondary schools. Three such schools have sixth forms and are labelled "first grade." The others, with one exception have no sixth form, and are labelled "second grade." The first grade schools are able to attract the best staff and the best pupils.

The Barbados Community College is an educational Institution designed to meet these problems. It is an institution in which it is envisaged that ultimately all teaching, ranging from post Ordinary to pre-university level, will be centralized. It will be able to offer places to the increasing numbers who, through the democratization of education in this country, are demanding training in the traditional academic subjects. It will be able to effect a better distribution of staff-student resources. It will be able to provide a much wider choice of subjects, both in the academic and non-academic fields; and the fact that these studies will be pursued on a single campus should help to break down the false distinctions made between the "white-collar" types and the "blue-collar" types.

It will assist in giving our secondary schools a greater parity of esteem in that the terms "first-grade" and "second-grade" will have meaning only in terms of the excellence of the work done in those schools and not in terms of schools with built-in advantages.

The educational policy of this country is posited on the basis that citizens, irrespective of their colour, class, creed, sex, age or other adventitious distinctions should be able to develop their talents to the fullest. The Barbados Community College will provide the facilities to achieve this goal for those who are appropriately qualified for entry. It will be basically an institution offering a two-year course of instruction to daytime and evening students. Thus it will be able to cater to the full-time day student as well as to the person who is at work during the day but who wishes to further his studies in the evening.

It will ultimately offer instruction in the following fields: Liberal Arts, Science, Commerce, Fine Arts, Agriculture, Technology. Tuition will at the outset, however, be restricted to the fields of Liberal Arts, Science, and Commerce. The others will be phased in appropriately.

The tuition offered will be terminal for those who go into the labour force with the feeling that they have developed their talents to the fullest; and it will be a transfer to those who wish to enroll in the university for further progress of the country.

All Barbadians should work for the success of this new educational institution.

Erskine Sandiford,
Minister of Education, 1969

APPENDIX E

SAMPLE CORRESPONDENCE WITH AGENCIES AND INTERVIEWEES

Letter/Telephone Message to Interviewees

Roebuck Street
Unity House
Bridgetown
Barbados

Dear _____,

I am a doctoral student in Educational Administration at the University of Alberta, presently in Barbados to conduct research for a study on external assistance in education in this country. One of the aims of this study is to determine the potentialities and limitations of aid as an instrument of educational development. For this purpose, I am calling upon knowledgeable and experienced people in this field in order to solicit their opinions regarding the role of assistance in a country such as yours.

Your name is included in the list, suggested by _____, as one who has wide field experience and knowledge in this area. Since this study may provide some guidance for future policies and decisions regarding external assistance, I am urging you to share some of your knowledge and valuable experiences. Within the next several days, I shall be calling on you to arrange an interview.

I should point out that only I will have access to the information you will provide. Your replies to my questions will be held in strictest confidence, and under no circumstances identified by name.

Thank you in anticipation of your co-operation.

Yours sincerely,

Bevis F. Peters

503 Michener Park
Edmonton, Alberta
Canada, T6H 4M5
January 24, 1976

Director of Information Services
United Nations Educational,
Scientific and Cultural Organization
Place de Fontenoy, 75 Paris-7e

Dear Sir/Madam:

I am a doctoral student at the University of Alberta presently in the process of writing my dissertation on the contributions of international assistance in educational developments in Barbados. It has been brought to my attention that two reports entitled: (1) Education and Priorities for its Development in Barbados (1969) and (2) Barbados: Prospects for Educational Development (1974) might contain information useful to my study.

I would appreciate it if you could send me copies of these as well as permission for quoting from them, and any other material which you think might be relevant to my study.

Thank you in anticipation of your assistance. I would appreciate hearing from you as soon as possible.

Sincerely yours,

Bevis F. Peters

503 Michener Park
Edmonton, Alberta
T6H 4M5
January 24, 1976

Director of Information Services
Canadian International Development Agency
Ottawa, Ontario
Canada

Dear Sir/Madam:

I am a doctoral student at the University of Alberta presently in the process of writing my dissertation on the contributions of international assistance in educational developments in Barbados. I would appreciate it if you send me copies of any studies or reports which deal with Canada's contributions and any other material and/or sources which you think might be relevant to my study.

Thank you in anticipation of your assistance. I would appreciate hearing from you as soon as possible.

Sincerely yours,

Bevis F. Peters

Canadian International Development Agency
122 Bank Street
Ottawa, Canada
K1A 0G4
June 16, 1976

Mr. Bevis F. Peters
503 Michener Park
Edmonton, Alberta
T6H 4M5

Dear Mr. Peters:

This is in reply to your letter of January 24/76 which was handed to me recently and which was discussed with you by telephone call from Mrs. Pfitzer.

I am supplying the following information and attachments in the hope that they will meet your needs.

CIDA's assistance in education has taken the form of building, institute building with technical assistance and equipment and training awards.

Canada has assisted with the construction of several schools commonly known as "Maple Leaf Schools" which follow a modular design devised by the Engineering Division of CIDA. Three were built between 1968 and 1970.

At the Cave Hill Campus of the University of the West Indies, assistance has taken the form of a hall of residence (66-71) and a law library. These, strictly speaking, are assistance to the regional university but much benefit accrues to Barbados.

Between 1964-1974 CIDA contributed 9 man years of instruction to the Barbados Hotel School in hotel administration, hotel management and in chef work.

Twenty-three man years of teacher-training were given between 1964 and 1972 in such subjects as educational methods, science, mathematics, English, and administration. During the same period 3 man years in economics and one man year in French were given to the Cave Hill Campus of UWI.

Again, during this period 21 man-years in the teaching of industrial arts (8 years) English, mathematics, history and physics at the secondary school level. In addition 3 man years of machine shop and mechanical drafting were taken up by the Barbados Polytechnique. There have been some short-term technical assistance assignments in audio-visual, accounting and architecture.

Training awards brought many Barbadians to Canada. I am enclosing a list of some 185 award winners from 1966 to the present. The list indicates the subject area and the time-frame of the award.

Increasingly CIDA has placed the emphasis on making use of Caribbean institutions for training purposes and has set up an award scheme for the L.D.C.'s--largely Belize and Leeward/Windward Islands--tenable at regional institutions. Those used in Barbados are, Cave Hill Campus of UWI and the Barbados Hotel School.

Another regional educational organization based in Barbados which receives assistance from CIDA is the Caribbean Examination Council which hopes to wean Caribbean examinations from external systems. It also has, as a concommitant goal, the re-vamping of curricula.

I hope the foregoing and attachment will be of use to you in your research and if you need further clarification please write.

Yours sincerely,

James D. Graham
Senior Project Officer
Social/Rural Section
Caribbean Division

Attachments

APPENDIX F

DATA ON TRAINING AWARDS TO BARBADIAN NATIONALS

TABLE 9

TOTAL NUMBER OF CIDA AWARDS TO BARBADIANS TO STUDY IN CANADA--1960-74*

	Education and the Humanities	Administrative Studies	Engineering	Technical-Vocational Arts	Social Sciences	Cooperative Leadership	Science and Agriculture	Others	Total
1960	. . .	. . .	. . .	. . .	. . .	. . .	. . .	1	1
1961	. . .	. . .	. . .	. . .	. . .	. . .	. . .	. . .	0
1962	. . .	1	. . .	2	. . .	. . .	. . .	. . .	3
1963	. . .	. . .	. . .	. . .	. . .	. . .	. . .	1	1
1964	. . .	2	. . .	. . .	. . .	5	. . .	3	10
1965	2	9	1	2	3	. . .	1	5	23
1966	2	6	1	6	3	4	. . .	5	27
1967	2	4	. . .	5	4	2	2	2	21
1968	1	7	. . .	5	. . .	1	2	2	18
1969	. . .	9	. . .	4	. . .	. . .	. . .	2	15

TABLE 9--Continued

	Education and the Humanities	Administrative Studies	Engineering	Technical-Vocational Arts	Social Sciences	Cooperative Leadership	Science and Agriculture	Others	Total
1970	. . .	9	. . .	2	. . .	1	. . .	3	15
1971	2	4	. . .	4	1	. . .	1	2	14
1972	2	. . .	2	7	. . .	. . .	. . .	4	15
1973	2	. . .	1	1	. . .	. . .	. . .	. . .	4
1974	. . .	. . .	. . .	2	. . .	. . .	. . .	. . .	2

Source: Compiled by the writer from listings supplied by CIDA.

*Duration of programs are from less than one year to six years.

TABLE 10

TOTAL NUMBER AND ESTIMATED ANNUAL COSTS OF OAS FELLOWSHIPS AND TRAINING AWARDS TO BARBADIANS--1968-74

Year of Awards*	Number of Persons Awarded	Estimated Total Cost per Year to OAS ($U.S.)
1968	10	40,000
1969	5	35,500
1970	4	2,500
1971	34	1,200
1972	22	22,000
1973	44	22,200
1975	24	60,000
Totals	143	183,400

Source: OAS, Seven Years of Change 1968-75, pp. 52-53.

*Length of awards ranges from a few days to one year or more.

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